DOCUMENT RESUME

ED 204 839 EA 013 731

| | |
|---|---|
| TITLE | Community Education: Managing for Success. |
| INSTITUTION | American Association of School Administrators, Arlington, Va. |
| SPONS AGENCY | Office of Education (DHEW), Washington, D.C. |
| PUB DATE | 80 |
| CONTRACT | P007060506 |
| NOTE | 107p. |
| AVAILABLE FROM | American Association of School Administrators, 1801 N. Moore St., Arlington, VA 22209 (Stock No. 021-00202: $9.95). |
| EDPS PRICE | MF01/PC05 Plus Postage. |
| DESCRIPTORS | Advisory Committees: Citizen Participation: Community Centers: Community Cooperation: *Community Education: Community Involvement: Community Services: *Program Administration: *Program Development: Program Implementation: School Community Relationship |

ABSTRACT

An examination of several school systems across the country offering community education programs provided information for this report on successful management techniques and unique program ideas, featuring tips from experts and a number of "how-to" suggestions. Drawing particularly on the experiences of administrators with programs in Flint, Michigan: Charleston County, South Carolina: Brevard and Duval Counties, Florida: Jefferson County, Alabama: Roseville, Minnesota: and the Fort Frye School District in Ohio, the report discusses the concept of community education, reasons for offering community education programs, and problems in establishing programs. The roles assumed by the people involved, the levels of commitment required, and methods for encouraging community support and involvement are also treated. (PGD)

**********
* Reproductions supplied by EDPS are the best that can be made *
* from the original document. *
**********

ED204879

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

This document has been reproduced as received from the person or organization originating it.

Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

L. Henry

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

# COMMUNITY EDUCATION MANAGING FOR SUCCESS

The project presented or reported herein was performed pursuant to a grant from the U.S. Office of Education, Department of Health, Education and Welfare. However, the opinions expressed herein do not necessarily reflect the position or policy of the U.S. Office of Education, and no official endorsement by the U.S. Office of Education should be inferred.

# COMMUNITY EDUCATION MANAGING FOR SUCCESS

Developed pursuant to Contract No. PO0760506 by the American Association of School Administrators (AASA). This publication was prepared by AASA with the editorial assistance of Carol B. Epstein. Funded by the U.S. Office of Education under Title IV, Section 405 of the Education Amendments of 1974 (P.L. 93-380) "Community Schools Act."

$9.95

Department of Health Education and Welfare

U.S. Office of Education

Available through the Community Education Program, U.S. Office of Education, Room 5622, Regional Office Building 3, 7th and D Streets, S.W., Washington, D.C. 20202 or the American Association of School Administrators, 1801 North Moore Street, Arlington, Virginia 22209.

Library of Congress
Card Catalogue Number: 80-67618

AASA Stock Number: 021-00202

# TABLE OF CONTENTS


| | Page |
|---|---|
| Foreword | i |
| Introduction | iii |
| Chapter 1<br>**Community Education**<br>*What is it?* | 1 |
| Chapter 2<br>**The Lighthouse**<br>*Flint Community Schools* | 13 |
| Chapter 3<br>**Why Community Education?**<br>*Many Reasons* | 23 |
| Chapter 4<br>**A Systematic Approach**<br>*A Visit to Jefferson County, Alabama* | 37 |
| Chapter 5<br>**Who is Involved . . .**<br>*in Community Education?* | 45 |
| Chapter 6<br>**Drawing a Rural Community Together**<br>*Get Acquainted with Fort Frye, Ohio* | 61 |
| Chapter 7<br>**Cooperation a Key**<br>*Find it in Brevard County* | 67 |
| Chapter 8<br>**Getting Underway**<br>*When, Where and How?* | 73 |
| Chapter 9<br>**Starting Out Right**<br>*Charleston Did It!* | 85 |
| Chapter 10<br>**Commitment Needed**<br>*Find it in Minnesota* | 93 |
| Afterword | 103 |
| Acknowledgments | 104 |

# FOREWORD

Few institutions are more closely linked, more interdependent, than a community and its schools. In fact, there are many who feel the quality of life in a community improves in direct proportion to the degree of citizen interest and support for education.

The 1980s are bringing a decade of demographic change in our society. There are fewer students of "school age." Our population is getting older. In many school systems, there now is room for programs devoted to lifelong learning. And those learning opportunities can be made available close to home through a strong community education program.

There is an added benefit. Increased contact with our schools can lead to improved confidence in education.

In 1977, the American Association of School Administrators received a grant from the U.S. Office of Education to produce this publication. Author, Carol B. Epstein, traveled to several school systems to study effective community education programs. The result is a book filled with examples of successful management techniques, unique program ideas, tips from experts in the field and a host of "how-to" suggestions.

This publication has been reviewed and endorsed by Dr. Paul Tremper, Executive Director of the National Community Education Association (NCEA) and former Director of Community Education Programs for the U.S. Office of Education. **Community Education: Managing for Success** is an important and valuable resource for schools and other organizations which are beginning or improving community education programs.

Paul B. Salmon, Ed.D.
Executive Director
American Association of
School Administrators

# INTRODUCTION

**WHAT?** Community education is a philosophy holding that education is for everyone, that education goes on at all times, that education happens everywhere. It is a process by which community members, through direct participation in a representative body, identify the needs and problems of the community and determine ways of meeting them with programs and services delivered through cooperative efforts of community groups (agencies, organizations, institutions), using all the resources available in the community.

**WHY?** Community education can be a factor in restoring public confidence in the schools. It is a way of rebuilding the schools' constituency in a time of declining enrollment by directly serving the entire community. Community involvement, which is essential to community education, can result in more effective schools for both the traditional users of the schools and the expanded community of participants. At a time of severe budgetary crises in schools and other public agencies, community education makes full use of school facilities and produces more efficient delivery of services to the community through coordination of efforts that eliminates duplication among community agencies. By meeting the needs and solving the problems of the community, community education can make the community a better place in which to live.

**WHO?** You, the school administrator, can be the catalyst for starting community education in your district. But as the name implies, community education involves everyone—superintendent, school board, administrators, principals, teachers, supporting staff; community agencies, public and private; community organizations, from the PTA to those not directly involved in the schools; and individuals, acting alone and with others.

**WHEN?** Now—because there has never been a better time. But it must start slowly. Community education, to be effective, cannot be injected into a community overnight. When the school superintendent takes the leadership role, community education starts as a policy, moves into program, and evolves into a process.

**WHERE?** In a community, of course. But what exactly is a community? One of the first steps is to define *community* as it exists—or perhaps as it should exist—in your district. Then place pilot programs in two or more communities or areas that, together, represent the population of the district.

**HOW?** There is no single prototype. Each community is different. Even within a single school district, community education may work differently in different areas. Specific steps, however, are recommended for establishing community education on a sound basis, no matter what structures and arrangements emerge in any particular community.

Chapter 1

# COMMUNITY EDUCATION

## *What is it?*

Community education has been around for scores of years, with probably scores of definitions. More a philosophy than a specific program or method, it changes with time, place, and circumstance. Only recently, however, has it developed into a concept that pervades the very essence of the public school.

The distinctly American school in the frontier village may well have been the first community school in this country. That large building served its community not only as a place to educate the children but also as a central meeting house for a variety of community activities. Like everything else, however, education grew bigger and became more formal and structured. In some cases it separated itself from the other community institutions and went about its own business. Its facilities and services became more and more focused on its major purpose—teaching the young.

Around the 1930s, community needs became so pressing that schools began extending programs for community purposes. Community education came to mean something extra, and that "something" took many forms—recreation for children and adults, adult education, community use of school buildings, continuing education, vocational education, social work, urban centers, poverty programs, cooperative extension. By the 1960s, community education came to imply "neighborhood schools" to some and "community control" to others. None of these definitions alone—nor even all of them together—accurately describes community education today, although any or all might be a part of it.

### An Expanding Concept

Community education could be defined as "education involving the community," if those words had universal implications. **Education** is commonly seen merely as something that happens to children in a school.

In community education it is a lifelong experience that can happen anywhere for anyone. **Involving** usually means only indirect representation through a school board and participation in the process of receiving something. In community education, involvement implies direct responsibility for making decisions about what is needed and how to meet those needs, as well as direct activity in both giving and getting what is provided. **Community** may be the most difficult to define. There are great numbers of people who have no sense of community about where they live. "Community" has an organizational as well as a geographic definition: It is all the people living in a certain area, and it is also all the institutions, agencies, and organizations of, by, and for those people.

Community education expands the function of the public school by bringing the school into the community and the community into the school. The theory is that both are better because of it.

## Expanding Services

"Education," says Jack Minzey, "is no longer interpreted to mean formal types of classes but any experience leading to the more successful handling of experience." Community education embraces formal learning for persons of all ages, but it does not stop there. It may also include recreation and leisure, enrichment, counseling, vocational training and retraining, cultural activities, programs for senior citizens, child care, health, welfare, legal aid, and civic forums.

Most of these activities already go on in most communities. **Schooling** may be the province of the schools, but **education** is a broader concept. Much of the education going on in any community is happening outside and independently of the schools. Various institutions, agencies, and organizations provide these services, but each looks after its own domain.

Typically, however, communities do not provide all the services needed by their citizens, nor do they even begin to address some of the most pressing problems. Agencies charged with providing services may not even be aware the problems exist, particularly when there is no mechanism of communication by which to identify the problems. There may be awareness of a problem, but no single group with all the resources to solve it and no mechanism for cooperation among several groups that could combine their resources.

In some cases, services are duplicated. Several agencies may be providing the same service, often unaware of each other's activities. Stan Jordan, community education administrator in the Duval County, Florida schools, says that in his district three different agencies send buses along

the same route. "Sometimes," he says, "it's easier to widen the street than to stop the duplication."

In community education, the schools cease to be a world unto themselves. The idea that schools exist to educate children between 9 a.m. and 3 p.m., five days a week, nine months a year, gives way to the broader notion of education for all people at all times. Similarly, all other institutions, agencies, and organizations in the community also expand their spheres of operation. They step over the boundaries of their domains to collaborate and cooperate in delivering the services needed by the community.

## Expanding Governance

The community itself determines those needs. The one crucial element in community education, as it has evolved in to its present form, is a mechanism by which needs can be identified and communicated and by which cooperative action can be taken to meet them. Whether the needs are educational, social, cultural, or recreational, neither the schools nor any other agency decides on its own what needs are to be addressed and how to address them. The people of the community make those decisions.

For school administrators who have become securely locked into traditional, paternalistic patterns of decision making, the concept hits fundamental philosophies of how power should be exercised in a community. It turns things upside down and says the word should come from the *bottom up* rather than from the *top down*. It smacks of populism and, at the very least, it implies a diffusion of power by spreading power into the entire community. The whole idea can be terrifying to those who believe that their safety rests in running a benevolent dictatorship and protecting their domain with every move.

Community education says that *open* is better than *closed*. It says that people with needs to be met are the best ones to identify the needs. It says that often the needs are only a vague feeling that something is missing,

> As educators, perhaps we need one article of faith more than any other. That faith is a belief in people—a complete commitment that if people have the power, the opportunity to act, in the long run they will, for the most part, reach the right decisions.
>
> John W. Warden
> Center for Community Education
> Eastern Michigan University

until there is a mechanism for communication and cooperation to bring focus to community problems.

In its early stages, community education did not fill this role. It was an extra program, added to the schools to bring educational, cultural, vocational, recreational, and social resources to "the rest" of the community. Schooling for children was run by the schools until 3 p.m., at which time the lights were left on in the building and the keys handed to "the community." Those whose needs were greatest were the least likely to participate. Neither their opinions nor their involvement were solicited. What went on in the schools in the evening had no relation to, or effect on, what went on during the day. And what went on at both times was decided at the top and delivered down.

Today, the traditional educational structure rests on a shaky foundation, eroded by the public's loss of faith in its institutions. Instead of trying to shore up that foundation, community educators seek to change it. Years of patching with one new idea and then another have only damaged the structure further. "Community education," says V. M. Kerensky, "is not a new way of describing the existing educational structure. It is an alternative that provides new dimensions, new alternatives, and new approaches to the education of an entire community . . . . Community education is *not* an extra program to be attached to the existing educational structure. It is not the frosting on the cake. It *is* the cake."

Instead of operating on the belief that the school system and education in the community are synonymous, schools become a part of a concept that views education as happening everywhere. They share resources—material resources, such as facilities and equipment; human resources, such as ideas and talents; and operational resources, such as programs and services.

The schools participate in the educational opportunities available to the entire community, and the entire community participates in education. Students learn not just in the classroom but in any place in the community that has educational value. They are taught not exclusively by certificated teachers but, at times, by anyone who can offer something worth learning.

Making the mental switch from traditional notions of school structure to the broad concept of community education requires some effort and new thinking on the part of school administrators. It requires getting down to some basic beliefs about the way people ought to function in communities. The Institute for Community Education Development at Ball State University in Muncie, Indiana, lists some notions that should be

held by community educators. About people, the staff of the Institute says, educators ought to believe—

- That every individual is unique.
- In the worth and dignity of every individual
- In the wide distribution of human capabilities throughout the total population.
- That each individual has undeveloped potential and the right and ability to activate these capabilities through growth and change.
- That these capabilities will develop best after the individual's basic needs are met.
- That individual growth, change, and development are enhanced best through the democratic process.

Further, the staff of the Institute holds certain beliefs about community education that follow from the beliefs about people, specifically that *community education*—

- Should be a unifying influence in a community.
- Supports the many social institutions that work in the public interest.
- Leads to the enrichment of individuals, groups, and communities through the widest possible sharing of human and physical resources.
- Is aimed at continuous community problem solving and the constructive management of conflict.
- Encourages people to help themselves and others.
- Is activated by people for the purpose of increasing their own self-sufficiency.
- Demonstrates that people are more important than organizational structure or subject matter.
- Is a lifelong process.
- Requires the development of an unrestricted communications system throughout the entire community.
- Offers programs that are means and not ends.

The beliefs about people may read like apple pie and motherhood. Most individuals would be reluctant to deny any of them publicly. But they are denied daily in closed systems that do not allow people to make decisions for themselves. Only from an open, expanded system could come beliefs about education such as those espoused by the Institute.

Community education reaffirms the centrality of education by holding that there is an inextricable relation between education and the well being of the community. It says that all members of the community need educational services and that those who can best determine what those services are and how and when and where they should be provided are

the community members. It says that all resources in the community must be brought together to serve the community's educational needs.

Revis Hall, superintendent of the Jefferson County (Ala.) Public Schools, says, "Unless you have an open system, you spend too much time keeping the walls from closing in. When you start community education, you must be ready to open up on an osmotic basis, because the system of community education will pick at the closures until it becomes unbearable." He sees community education working best when it encircles the community and shows all the elements within how they can support and be a part of the system.

## An Expanding Process

The mechanism for communication and cooperation is the community advisory council. Its functions have evolved into the "process" of community education.

Anyone who becomes interested in the philosophy of community education quickly runs into the "program" vs. "process debate." "Community education is a process, not a program," claim the theorists. In fact, it is both. The process must eventually lead to program. Otherwise, the process is nothing more than—like the weather—something everybody talks about but nobody does anything about. A process is empty if it has no results. The theory of community education is that the results *(programs)* are better *(more responsive)* if they come from the community's identification of its needs and ways to meet them *(process)*.

The process of community education emanates from the advisory council. Its members represent all aspects of the community—agencies, organizations, institutions, housing areas, socioeconomic levels, ethnic and religious groups, and so on. It uses a variety of methods to discover the needs of the community—discussion, appearances at meetings of other groups, surveys, even door-to-door or "back-fence" solicitation of ideas. Council members try to get to where the people are—especially the people least likely to seek out the council for themselves—to find out the needs of the community.

All communities have needs, although many are unaware of them. In recent years there has been a great deal of talk about "powerlessness"—the feeling that something needs to be done but there is no way to do it. Urbanization and the increasing complexity of institutional structures are blamed for removing power further and further from the individual citizen. The problem exists not only in large cities but in suburbs and rural areas as well. You can't fight the county council or town hall any more easily than you can fight city hall, if you're not part of the power structure.

In the past few years, people have reacted to their growing feeling of powerlessness by demanding "community control" and "accountability." Populist theories of participatory democracy have become increasingly attractive. Community education calls for a process that can recreate "a sense of community," the sense that we're not alone with our problems but can turn to the community for help. It rests on the theory of community involvement in decisions that affect the community.

The notion of a participatory process is easier to understand than to implement. Its premise is that the community should be thoroughly involved not only in identifying its problems but also in solving them. The advisory council must have the power to make these things happen. It seeks ways of planning and providing programs to meet community needs.

The fact that the advisory council is representative of all aspects of the community enables it to tap all the community's resources in the search for solutions. When it functions best, the council often produces some rather creative solutions to community problems.

Suppose, for example, a community identifies as some of its problems increasing numbers of working mothers in need of after-school care for their children, community college students in need of part-time jobs, a significant number of children who are not learning to read because they have little enthusiasm for reading, and a lack of purposeful activities for senior citizens. The solution might well be an after-school activity center for youngsters, using the school as a facility, employing community college students to help supervise the children, and including in its program the opportunity for senior citizens to read to children and help them read on their own.

It would take the cooperation of several agencies to put such a program together—the public schools, the community college, the recreation department, a social service agency for the elderly. In far too many communities, those agencies never collaborate or even know what the others are doing. In districts with community education, they pool their resources to solve the community's problems.

School administrators who think of community education as an "add-on" should note that both the problem and the solution in this example have a direct relation to the school instructional program. The argument that the primary responsibility of the school is the kindergarten through twelfth grade academic program and that community education is just an "extra" simply does not hold when community education is viewed as an integral part of the school district's instructional priorities. Tutorial and enrichment programs for school children are woven into the total fabric of

community education, which works to improve the education—and thereby the lives—of all members of the community.

The "sense of community" that grows from the process is itself educational. For most people, "community" does not already exist. Involvement in community decision making cannot be dictated. It grows from a feeling of trust in the process and eventually results in voluntary and spontaneous participation by all community members in meeting their needs through the community education process.

## The Essential Elements

Each community is different. Each community has its own needs and problems, its own resources, and its unique ways of functioning. Community education is therefore different in each community. There are, however, some elements considered essential to community education, no matter how they may be modified or adapted to any particular community.

The regulations implementing the Community Schools Act, passed by the U.S. Congress as part of the Education Amendments of 1974 (Public Law 93-380) to authorize funds for community education, list eight minimum elements a program must have to be eligible for funds:

- **School involvement**—provides for the direct and substantial involvement of a public elementary or secondary school in the administration and operation of the program.
- **Community served**—serves an identified community, in most cases coextensive with the attendance area of the school.
- **Public facility as a community center**—concentrates services primarily in a specific public facility.
- **Scope of activities and services**—extends the activities and services offered by, and the uses made of, the public facility. For example, where a school is the community center, the concept encompasses the regular instructional program but also provides additional programs, activities, and services.
- **Community needs**—includes systematic and effective procedures for identifying, documenting, and responding to—on a continuing basis—the needs, interests, and concerns of the community.
- **Community resources and interagency cooperative arrangements**—identifies and uses to the fullest extent possible the educational, cultural, recreational, and other existing and planned resources outside of the school; encourages and uses cooperative arrangements among public and private agencies to make maximum use of talents and resources and avoid duplication of services.

- **Program clients**—serves all age groups as well as groups with special needs not adequately served by existing programs in the community.
- **Community participation**—provides for the active and continuous involvement, on an advisory basis, of institutions, groups, and individuals in planning and carrying out the program, including assessments of needs and evaluations.

In 1974, the Commission on Community Education of the American Association of School Administrators (AASA) also identified eight components that should be part of community education:

- Humanization
- Individualization
- Community participation in planning and decision making
- Open school concept
- Cradle-to-grave education
- People-serving functions
- Coordinated cultural/educational/recreational/social services
- Increased options.

Agreement on these basic elements has become a recurrent theme, with some interesting variations. Many would take issue, for example, with AASA's requirement of an open facility for a community education center. In fact, many districts have used older, traditionally designed buildings imaginatively and successfully for community education centers. Others would argue against the federal requirement that the school be substantially involved in administering the program. These are the proponents of "community-based"—rather than "school-based"—community education. Granted, the schools do not have a monopoly on educational services in any community. It nevertheless seems logical that they would play a major role in implementing a concept fundamentally educational in its aims.

Most of the elements previously listed appear to be constants. As different groups set about estalishing goals for community education, the notions of citizen involvement, expanded services, use of school facilities, lifelong learning, and cooperative action seem universal. The Ball State Institute for Community Education Development lists eight essential *goals* of community education:

- Identification of the needs, wants, and desires of individuals and groups
- Identification of the human and physical resources of the community
- Development of a cooperative relationship among institutions, agencies, organizations, and groups, resulting in the unduplicated expansion of programs and services toward meeting identified needs

- Development of community-initiated programs and services by appropriate agencies to provide for unmet needs
- Full use of public schools as community centers
- Use of other community facilities as centers
- Involvement of the total community toward individual and group self-sufficiency
- Development of skills that support self-sufficiency and cooperation.

A 1977 publication of the Canadian Education Association lists six activities identified by school officials throughout Canada as most important for community schools:

- The involvement of citizens in school affairs
- The use of school *and* community facilities
- Providing services to people in more ways than regular schooling
- Structuring programs that are relevant to the entire community
- Providing basic education and high school completion programs for adults
- Providing and promoting democracy in a community.

A statement of goals for community center programs in the Montgomery County (Md.) Public Schools identifies the primary goal as reaching out to the local communities to determine and serve their needs, in a joint effort among county agencies to share money, people, facilities, information, and materials. A major component of the primary goal is "to bring together the various users of the facilities, to determine community needs, set priorities, establish goals and objectives, and design a delivery system that will ensure the fullest yet most economical use of community buildings and resources."

A national study to develop goals for community education in the United States included the following as some of the major elements of community education:

- Maximum use of community resources to provide a comprehensive educational program for the entire community
- Coordination and cooperation among individuals, groups, and organizations to avoid unnecessary duplication
- Increased opportunities for lay and professional people to assume leadership roles
- Social interaction and improved human relationships among people with differing cultural backgrounds
- Assessing and evaluating the extent to which the goals of community education are met by the program and process.

In short, community education is a process whereby the community identifies its needs and meets them through cooperative action that

makes full use of community resources in providing services to everyone in the community. For most communities and most school districts, community education requires some fundamental changes in the way things have been done. In the course of time, however, it produces some fundamental changes in the quality of life in a community that make the effort worthwhile.

Chapter Two

# THE LIGHTHOUSE

*Flint Community Schools*

Flint, Michigan, is the "mecca" for community education. Anyone with an active interest in community education eventually spends some time in Flint. The Charles Stewart Mott Foundation not only has poured millions of dollars into community education in Flint but also has established a program of conferences, visitations, and workshops to interpret the Flint "model" to others.

They come to Flint from across North America and from all over the world—Europe, Australia, Africa, Japan. More than a quarter of a million persons have studied community education in Flint since the Conferences and Visitations Office opened in 1957.

What they see when they arrive is a fairly typical industrial middle-class community, based economically on automotive manufacturing. Its population of about 190,000 is approximately 30 percent black. The school district covers 30 square miles and enrolls about 40,000 students in kindergarten through grade 12 and adult high school. Its mobility rate is 35 to 40 percent, and 35 percent of the households are headed by one parent. The city is neat but nondescript except for a unique cultural center composed of seven different facilities. The various General Motors plants throughout the city symbolize not only the work of the population but also the genesis of the Mott Foundation, housed in its own building in the center of town and started in 1926 by the late automobile magnate C. S. Mott.

Mott's money, supporting the vision of his friend Frank Manley, was the origin of the movement for community education in this country. The evolution of community education in Flint parallels the evolution of the community education concept and provides an historical perspective on how community education tends to evolve in any locality that embraces the concept.

## The Changes in Flint

As it has in most places, community education started in Flint as an idea for a program. More than 40 years ago, Frank J. Manley, physical education director for the schools, thought some recreational programs after school would provide constructive activities for children. He persuaded Mott to grant $6,000 from the Foundation to start such programs in five schools.

The first emphasis was on recreation, and this first community use of school facilities in Flint centered on gymnasiums and playgrounds. The success of the effort suggested other possibilities for using schools, and the program, along with the Foundation money, began to expand to include activities and services of an educational, cultural, social, and medical nature as well.

Community use of school facilities became so extensive that in the 1950s the Flint Board of Education included in its building program provision for a gymnasium or multipurpose community room for every school not already so equipped. The "Mott Program of Recreation and Adult Education" ran from noon through the evening each day, under the guidance of a community school director in each school who reported to the building principal. Its effect, even within this structure, was to enrich the lives of Flint's citizens.

For about 20 more years, the highly developed Mott Program continued to operate as a separate entity, using school facilities and run by directors working in the schools but paid by Foundation money. The people of Flint participated by "taking Mott courses" or availing themselves of other services, but they were not involved in the true sense of the word. They took what was offered, but there was no mechanism by which they could work actively at identifying their needs and the ways to meet them.

In 1972, the Flint Board of Education recognized the need for two-way communication between the schools and the community. It appointed a citywide task force to develop guidelines and a format for creating a community council in each school. The major objectives of education were seen as twofold: "the development of individuals to the limits of their capacities, and . . . the development of the community to improve the quality of living therein." These objectives are interdependent. As individuals develop they contribute to the improvement of the community, and individuals can develop by being involved in efforts to improve the community.

The community advisory councils provided the mechanism for the

citizens and their schools to communicate with each other. According to the catalog of the Flint schools, their functions include

> ". . . studying problems and needs and planning cooperative action to meet them. In addition to neighborhood and social problems—housing, traffic safety, drug abuse, unemployment, and crime—councils are free to participate in the assessment of such educational needs as the use of school facilities, planning for new schools, renovation of existing buildings, student and adult activities, communications, curricula, human relations, and the Code for Student Conduct. Each council has a role as adviser to the school principal. All the councils, as well as the citywide group, have input as the Board of Education develops policies reflecting the needs and desires of the entire community."

Each school advisory council sends a representative to the citywide advisory committee, which has six additional representatives from the community at large. The citywide council meets with the Board of Education twice a year to discuss "educational aspirations, innovations, finances, curricula, school facilities, personnel, instructional and pupil relations problems, faculty recruitment, and other areas of concern." There is also a Superintendent's Committee, through which "representatives of the major agencies and institutions serving Flint can meet with the superintendent and central administrators on a regular basis to discuss areas of mutual concern."

The Board of Education also merged the K-to-12 and Mott Program divisions in 1972. The district's name became the Flint Community Schools. The director of the Mott Program, Peter L. Clancy, became superintendent for both the regular instructional program and the community education program. There is no separate coordinator in the central administration. The superintendent is the overall central administrator for all educational programs.

In 1974, the Board of Education called for massive citizen involvement in revising the goals of the school district. Through the advisory councils at each school, community members, as well as students and school employees, developed a new set of goals to reflect the integration of community education into the total school program. The Board included in the statement of goals its formal definition of community education:

> "The process whereby the Flint Community Schools offer leadership and invite others to join in bringing together the community and its resources to improve the community's

quality of life, particularly as it affects the opportunities for each individual to achieve his or her maximum development."

The goals express the Board's commitment to education as community education. "This commitment," says the catalog, "does not dismiss community conditions and needs as having little pertinence to the public schools of Flint, nor does it dismiss the fact that the problems of the city surround the schools and cannot be shut out."

Such a commitment is a recognition that the problems of students are not separate from the problems of the entire community. It is often necessary to deal with all the problems in order to provide the best educational program. It is also not usually possible for the schools to deal with all the problems single-handedly. Richard K. McMillan, assistant superintendent for operations in the Flint schools, advises superintendents, "You can't do it alone, especially in an urban district."

McMillan says that Flint's commitment to community education grew with the realization that the school is not the first, the only, or even the most important teacher of the child. During the discussions that led to the integration of community education with the district's regular instructional program, one board member claimed that the schools came in about fourth in influence, well behind the family, the "street," and the media. If the most important teacher is the parent, then the schools need to reach out to bring parents into the educational program. McMillan is convinced that there are far more gains in academic achievement when community education focuses on the classroom than when it is merely an extra program of adult education.

## The Programs in Flint

The line between the Mott and the K-to-12 programs has indeed grown hazy. The Foundation grants more than $5 million a year to community programs, but they are an integral part of the school district's functions, and some $7 million a year from other sources—primarily local taxes—is also applied to community education. Michigan reimburses its local districts for all adult education courses, including those designed solely for enrichment. Community education directors in the Flint schools are now funded by a combination of Foundation, local, and state money. Although there is still a distinction between Mott Foundation and public tax funding, many administrative responsibilities in the Flint schools have been combined so that the Mott services and the classroom curriculums are directed by one person. For example, since the merger in 1974, the central administrator for K-to-12 humanities programs also directs the adult programs in this area.

The result is that Mott-funded programs are developed with the express aim of enhancing the K-to-12 program. Reading is, of course, taught in the regular classrooms, but there are also Mott-funded reading programs for preschool children and "reading for fun" classes after school. Classes in childrearing are being started for parents who accompany their preschool children to community activities. Evening community classes include such subjects as psychology, human relations, the history of Michigan and Flint, geneology, death and dying, wills and estate planning, parliamentary procedure (originally designed to help advisory councils conduct their meetings), and great religions of the world. Students seeking enrichment and reinforcement take these "leisure time" courses along with adults. Mott funds provide courses in 17 languages for adults, including Arabic, Polish, Russian, and Japanese. When General Motors began sending groups of its engineers to Brazil, Flint instituted a two-year program in Portuguese. Many of the foreign language teachers funded under the Mott Program work in the regular instructional program as well. There are also "mini-summer schools" in a day camp setting—combining instruction in reading, math, and science with recreational activities for children in kindergarten through junior high school—which are self-supporting through tuitions. Says one Flint administrator, "Give us 12 people who want a course, and we'll find them a teacher."

The programs and services funded in whole or in part by Mott Foundation money serve the united purpose of improving both the instructional program and the Flint community. They include program services, elementary and secondary programs, academically related enrichment programs, recreation, special community services, and youth services.

**Program services** cover administration of the various community activities and provision for a community school director in each school. They also cover leadership development, through which all school personnel as well as community members receive instruction to enable them to fulfill their responsibilities in community education. Even in Flint, some teachers were hesitant about the total commitment to community education, but they were given opportunities through leadership development to learn the techniques of meeting both individual and community needs. The Planning and Evaluation Program, which began in 1974, is also part of program services and lends support to individual programs and councils through needs assessments and evaluation surveys, coordination of projects, preparation of handbooks on planning and evaluation, and participation in inservice workshops. In addition, the various activities in public information and communication fall under the broad scope of program services.

**The elementary and secondary community education programs** in Flint are outstanding examples of how a total commitment to community education benefits both school and community. Five elementary schools have been designated as full-service schools, providing increased services and programs tailored to fit the needs of all the residents of their respective areas. Among their services are preschool programs, human relations activities, employment assistance for those without jobs, improved services for welfare recipients, counseling for one-parent families, tutoring for children and parents, health and dental programs, extra library and study hall services for teen-agers and adults, services for senior citizens, environmental improvement, and summer jobs for teenagers. As is the case with many community programs in Flint, the full-service schools have attracted the support and participation of numerous agencies and institutions that serve the city.

One of these schools, the T. Wendell Williams Community Education Center, was built after a highway project forced the closing of two elementary schools—one mostly white, the other predominantly black. The resulting combined community is typical of a low-income, mixed racial urban area. The new facility was built to the specifications of the community advisory council, with funds from the old Title III of the Elementary and Secondary Education Act for planning and developing a model community education center, from the Department of Housing and Urban Development for constructing the community wing, and from a local bond issue. Adjoining a 72-acre park, the complex includes three distinct wings: a K-to-6 open-plan school enrolling 600 children; a recreation wing operated by the Flint Recreation and Park System, including a swimming pool and ice rink; and a community services wing with comfortable and attractive spaces for meetings, meals, classes, offices, social and welfare services, medical and dental clinics, and activities for senior citizens.

Another elementary service is the home-school counselor, a paraprofessional in each of 36 elementary schools who works with families with special needs. The counselor, a resident of the area she serves, does "anything that will help the child." Such help may range from referring a family to appropriate agencies, to assisting in home management and the selection and preparation of food, to discussing the child's classroom behavior with the parent, to organizing classes for adults, to appearing with a child in juvenile court.

Community programs at the secondary level serve a variety of needs. The Comprehensive Alternative Education Program, more commonly called Schools of Choice, has five components offering alternatives to traditional schooling for students with special problems. One of these is

the Continuation School for Girls, open to pregnant teen-agers and designed "to combat dropout, medical complication, and social handicapping problems." It offers basic, college preparatory, and vocational education; courses in maternal health, nutrition, and child care; and various types of counseling. Evaluation shows that "many students, never before interested in academics, frequently become honor roll members during their stay."

The Personalized Curriculum Program (PCP) started in 1962 to reduce the number of high school dropouts. The counseling component clearly emerged as the program's most important feature, although PCP also includes subsidized work-study experiences, diagnostic and mental health services, art instruction and field trips, and basic and remedial education in small classes. Begun as a limited experiment, PCP has expanded so that its most successful components are now available to all secondary students. A more recent experiment is the program for gifted students, which also expanded into every high school after a year. Each school now has a center for the gifted, which provides special attention and enrichment activities for "students endowed with talent."

**The academic enrichment programs** illustrate how Flint has merged instruction for children and adults in many fields with the aim of improving school offerings and community opportunities at the same time. In the field of fine arts, for example, there are programs in speech and drama, music, and art and crafts.

- Speech and drama offers a total theatre program for children, including an annual children's theatre production and acting and stagecraft workshops for teen-agers, as well as 25 courses for adults in such areas as radio and television production, public speaking, and acting. Performance space is provided by the Bower Theatre, the Flint Institute of Arts, and the Flint Institute of Music.

- Music enrichment provides activities for three to eighteen-year-olds, while adult activities are channeled through the Flint Institute of Music. The program includes after-school and summer classes and group performances, school assemblies of live professional music, preschool activities, and vocal and instrumental instruction.

- Art and crafts covers a wide range of media in classes for all ages, including elementary school programs, after-school and summer courses, and a new "drop-in center" at an inner-city school to encourage participation by those who cannot meet rigid class schedules.

Other academic enrichment programs available to the whole community are foreign languages, family life education, mathematics, science,

humanities and language arts, a lecture-discussion series in human relations, and a wide range of vocational courses.

**Recreation** is where it all started in Flint, and the program remains an example of interagency cooperation for the benefit of the community. Besides the Flint Community Schools and the Mott Foundation, three other agencies are major leaders in recreation: the Industrial Mutual Association, which serves factory employees in many ways; the Flint Recreation and Park Board; and the Genessee County Parks and Recreation Commission. The Flint Recreation Commission, organized in 1964, is an informal advisory council to these agencies and the many commissions in Flint that run programs in individual sports.

Cooperative planning has produced an extensive array of recreational facilities and activities. Since 1964, all schools have been planned by a park-school committee to eliminate duplication and make the best use of land. Flint has 450 baseball teams and 82 soccer teams. Children and adults play hockey, tennis, golf, badminton, and softball. They swim and ice-skate. Youngsters enjoy basketball, gymnastics, and football. The *Flint Journal* sponsors the Olympian Games, involving 15,000 youngsters and adults at the end of the summer, followed by the CANUSA Games, which match about 1,800 champions from Flint and Hamilton, Ontario, in international competition for which the two cities alternate as hosts.

**Special community services** cover four programs. General adult education services include (a) parents and children together in preschool and tutorial programs and (b) classes for persons with sight and hearing impairments. Scholarships offer assistance in the form of grants and loans to residents for furthering their education. Urban environment works to improve the physical appearance of Flint through classes, clubs, projects, and sales of flowers, in cooperation with numerous local agencies. Programs for senior citizens are also a cooperative venture and include a range of services from meals to hobby and enrichment activities to involvement in community projects.

**Youth service programs** include a number of efforts to improve and enrich the lives of urban youngsters. The Big Brothers of Greater Flint seek to provide adult male friendship for fatherless boys between the ages of 7 and 17. Mott Camping offers resident, school, and wilderness experiences to children between the ages of 10 and 14. The Mott Farm is available year-round to students in all grades and to adults, offering curriculum-related projects and summer enrichment. Police-School Liaison assigns a plainclothes officer to each secondary school, who works in many ways to build trust, friendship, and respect as a means of prevention rather than apprehension of juvenile offenders. Police-school programs include Cadets, an after-school activity for children in grades 4 to 6;

Police Service Officer Program to give practical experience to college students interested in careers in law enforcement; and the Mobile City Hall, which tours the city helping citizens find and deal with public agencies. There are also clubs to help girls overcome the problems of growing up, jobs and counseling for teen-agers in trouble, and Tot Lot—a six-week summer learning experience for 3- to 7-year-olds.

## It Works for Flint

Community education has become a way of life in Flint. To the outside observer, the difference may seem to be the availability of Mott Foundation funds. But other school systems in Genessee County receive no Mott money. According to Mary Alice Lange of the Conferences and Visitations office, these districts spend about 2 percent of their operating budget on community education, and "they wouldn't be without it."

The critical difference is more likely to be the total integration of community education into the educational program of Flint. Assistant Superintendent McMillan says community educators sometimes forget that the effect of community education on children's cognitive development has yet to be proven. In his view, the value is found in the improvement of life in the whole community, of which the schools are a vital part. "Community educators often fail to show the relation of community education to the K-to-12 program. Our community councils look at academic programs and test scores and ask how we can improve our reading achievement as well as recreational and health programs."

He cites an example of the value of community education in the way Flint handled a desegregation order from the Department of Health, Education, and Welfare. With 50 active community councils, the board of education gave a major role to the citizens of Flint. About 3,000 people were involved in the process of setting goals through the councils, and about 90 organizations testified at board hearings. The board developed its criteria from the community's contribution and started a program of magnet schools. "We moved about 9,000 students and 500 teachers," says McMillan. "Flint never had busing, and we needed 70 buses. The taxpayers approved an additional 3.5 mills to finance the program." The difference, he believes, was in the fact that the community participated through an established procedure. "More than 50 percent of the citizens said they felt their council represented their interests in this matter."

Other school administrators in Flint are equally committed to the concept. "Too many people equate community education with recreation," says one. "Flint has a solid recreational program that is also educationally sound. But the quality of all the educational programs has gone up since the merger in 1974. Children experiencing difficulties in reading are

encouraged to attend after-school reading classes. Preschool programs are helping to solve the problem of children being unprepared to enter school. The gains are beginning to show in many areas."

Chapter 3

# WHY COMMUNITY EDUCATION?

## *Many Reasons . . .*

Community education usually begins with some programs that expand the offerings of schools and other community agencies, perhaps adult education, after-school recreation, health or social services provided on school premises. As it evolves into a process by which the community identifies and meets its own needs, though, it changes the entire structure of communication, decision making, and power in the school system and the community as a whole.

Why should a school system embrace a concept that will, over time, remake that system from its very foundation? Can the benefits possibly be worth the effort? Is community education just another panacea that will disrupt things for awhile but never produce any permanent and positive changes?

### An Urgent Need for Support

Education in America is going through a period of decline. Declining enrollment is epidemic, to be sure, but there is an even more critical decline in public confidence in and support of all social institutions and establishments, including education.

Social scientists characterize the predictable phases of social institutions as growth, conflict, decline, and rebirth. In education's rapid growth stage of the 1950s and 1960s, there was widespread confidence that the schools could do anything if they tried a new method, a new program, more money, different patterns. Conflict appears when problems not only remain unsolved but continue to multiply, as became apparent for education in the late 1960s. Then comes decline, when confidence in the institution erodes both from within and from the general public. During this phase, which took hold in education in the mid-1970s, the institution may suffer greatly, or it may retreat, regroup, and find a new level at which it can again produce successfully. If the latter course is taken, there will be rebirth.

The nation's educational system has gone through this cycle several times in the course of the country's history. Perhaps because the American people appear to have a basically unshakeable belief in the value of education for the nation's well being, there has always been rebirth. Education is at least one institution that has not been left to stagnate in the reduced expectations of decline.

Community education has been around for a long time, and its virtues have been extolled in the light of the conditions existing at various times. The concept may never have made more sense than it does today.

People mistrust what they do not know, what goes on behind closed doors, what they do not participate in, what they do not understand. Opening the schools and the processes by which they operate is a way of restoring confidence, trust, and support. When people start participating in schools, the schools become visible. Alton C. Crews, former superintendent of the Charleston County (S.C.) Schools, where community education is still in its early stages, says, "There are few things we have done in this community that have gotten more public support."

Community education programs tend to respond to some deep-seated dissatisfactions concerning schools. The programs are directed toward educating young persons and adults not only in the abstract but for living in their own communities, in "the real world." They deal with all aspects of one's life and not just with formal classroom learning. They are evidence of a belief in education as a lifelong endeavor.

They bring people into schools who might otherwise never have any reason to be there, and through personal involvement these people begin to think in terms of a personal stake in their schools. It may be the 75-year-old man who lives alone in rural Beverly, Ohio, who came into the schools to teach a community course on the care of houseplants and has now become a part of his community. Or it may be the 65-year-old man taking courses at Satellite Beach High School in Brevard County, Florida, who remarked, "I go to Satellite. That's my school." It may be the handicapped children from six counties who participate in the Special Olympics in Brevard County, for which the community school was the organizing catalyst. Or it may be the members of some 80 groups and agencies that now contribute to the program, including the Boy Scouts, the Lions Clubs, and even the Air Force, which lends generators to provide power during the games. Brevard's superintendent believes community education is "probably the most positive thing the public schools have going for them" in their efforts to work with people and communities.

Community education provides visible leadership in making formerly overprotective, overbureaucratic school systems and other agencies responsive to people. One of the major roles of a school superintendent is community relations. The community school provides a base for interaction between school and community. A school's community education director is the liaison between school and community. Through this position the school has an ideal way of getting to know its community. The advisory council for a community school consists of the neighbors of the people in the community and not a series of impersonal agencies dispensing services through a morass of red tape. People are drawn to, not alienated from, community schools.

> As a parent I'd say that educators have no idea just how formidable the school system can appear to the lay person. It's as if the school is surrounded by an invisible moat. The drawbridge goes down at certain times like parents' night, and you cross over and find that the teachers and the principal are very helpful and friendly while you are there. But there's always the subtle feeling that you are there on sufferance for a specified time and that someone's fingers are itching to crank up the drawbridge as soon as you leave.
>
> *Education Canada*, Summer 1977
> from the notes of Margaret Gayfer,
> author of *Open Doors: A Community School Handbook*

As citizens participate in community school programs and processes and redevelop a sense of community, they begin to have more favorable attitudes toward the schools. They may become aware of problems in the schools that might otherwise have remained hidden, but they tend to try to solve them rather than criticize the school system for them. Their sense of ownership about the schools makes them supportive, and there is hard evidence of positive voting behavior on school issues in districts with community education.

People are no longer willing to give their trust to institutions blindly. They want to know what their schools are doing. A good school system can tell its communities what it is doing and why and reap the benefits.



33

Openness and accountability can result in increased support for the schools by the community. Superintendent Revis Hall in Jefferson County, Alabama, says of community education, "We couldn't stop it now if we wanted to. The people see the school building not as an enemy, a tax eater. It's giving something to them. They understand what goes on in the schools, and they support them. Education has to be an opening-up process, not a closure."

The benefits may extend even beyond the community members who actually participate. Community education is a natural stimulator of press coverage. Where local news media may have been reporting only the problems and controversies in the schools, they find in the activities connected with community education endless sources of features, human-interest stories, and news items that show the schools in a positive light. The entire community begins to receive a different picture of its school system, because the school system *is* different. The community now sees that it has become a part of its schools and that its schools are doing something for everyone.

## The Problem of Declining Enrollment

If education were still in its growth and boom period of 20 years ago, serving everyone would not be a difficult problem. But public school enrollments are declining throughout the nation, since they reached their peak of 46.1 million in 1970-71. By 1983-84, they are expected to have dropped 5.8 million from the high point, more than 12 percent.

Families with school-age children are what Paul Salmon, executive director of the American Association of School Administrators, calls prime supporters of the public schools. They are the most willing to pay property taxes for schools and to vote for school bond issues, because the school system provides a direct and visible benefit for them. As the numbers of school children dwindle, so do the prime supporters.

In Roseville, Minnesota, there are 15,800 households, but only 5,700, 31 percent, have at least one child in elementary or secondary school. James Klassen, administrator of community school services there, says, "We ought to be spending some money on the other two thirds of the community, because 100 percent of the households are paying taxes." James Cramer, director of community education in nearby St. Louis Park, predicted that by 1979 only 20 percent of the residents would have school-aged children. Hollis Hyde, director of community education in Jefferson County, Alabama, says, "Only one fourth of the people here have children in school. This is a public educational system, so we had better start dealing with the public." And so it goes throughout the

country, where the national figure is about 28 percent of families with children in school today.

Meanwhile, senior citizens comprise 15 to 20 percent of the population, and, unlike 18 to 20-year-olds, they tend to vote and therefore wield considerable political influence. Young adults are increasingly postponing having families. Childless couples aged 18 to 30 are growing in numbers. Taxes, jobs, housing costs, and leisure pursuits occupy these groups, while schools spend public money for the benefit of other people's children.

Community education serves everyone. It offers basic education and high school completion programs for adults, recreational programs, vocational training and retraining, social activities, community forums, involvement for senior citizens. Anything needed by and relevant to any segment of the community is appropriate for consideration by the community school. And any segment of the community directly served by the schools becomes a prime supporter of the school system. In a period of decline, it makes sense to increase the population of prime supporters of the schools.

One of the most wrenching results of declining enrollment is the closing of schools. The three most basic and personal institutions in a neighborhood are home, school, and church. Closing a school hits a neighborhood at an emotional stress point, because the people see one third of the neighborhood's cohesive factors taken from it. Many of the alternative uses suitable for the idle building only serve to make the situation worse, because they eliminate all opportunities for community participation in a facility that is generally central in the neighborhood.

School districts with community education have found ways of turning school closings into positive steps that actually help communities. Converting closed schools into community centers not only retains the building for service to the community but also increases community cohesiveness. Instead of reducing the potential users of the facility, community education expands the possibilities.

Leasing part of the building to other agencies that deliver community services may bring in revenue to help operate and maintain the facility. Needed renovation can be done on a cooperative basis. But even old school buildings are ideally suited to many of the programs and services associated with community education: health, counseling, community action, extension programs, meetings, meals, clubs, workshops, hobbies, libraries, exhibits, theatrical and musical productions.

Creating a separate center for community activities allows the community program to operate in full force even during school hours. In Brevard County, the Monroe Center exists in a former all-black high school that was closed in 1968 for integration purposes. It now serves needs of the community that were never met when the facility was just a school, and the community sees the school system as a mechanism for responding to its needs. The building also provides space for day programs for adults from many other areas in the county.

In Roseville, Minnesota, the Lauderdale community reacted negatively to the closing of its elementary school. Now the community finds it has increased identity. The school was not converted to a community center, but the establishment of a community education program encompassing the attendance area of the closed school has brought involvement and participation of the Lauderdale residents on a scale never experienced when the community had its school but no community program. In nearby North St. Paul, the Gladstone Center operates in a school that was closed in 1976 with much resentment and bitterness. Even the most vocal opponents of the closing now support the community program, which serves everyone in the neighborhood, from preschoolers to senior citizens, day and night.

## A Way To Improve the Schools

Inevitably, school administrators react to a proposal for community education by insisting that the first responsibility of the school district is the K-to-12 educational program and not the provision of extra services to other people. The reaction is understandable but shortsighted.

### Improving Education

Flint, Michigan, understood that it could not meet the educational needs of children without involving parents, because parents are crucial to the education of children. It recognized that the problems of urban youngsters are so great that they cannot be solved solely by the interaction between school and child. Social change takes a long time, but in order for such change to benefit the child, it must reach all aspects of society that affect the child.

In Jefferson County, Alabama, children are looked upon as prime learners, but everyone else in the community is seen as a support learner. Community education director Hyde says, "Schools need the support of

support learners." Superintendent Hall believes that the home is central to the child's academic performance and that it is therefore necessary for parents to be involved in the schools, to understand how they work and what they are doing. "We want all the forces on the child to continue to be concerned about education," he says.

Through community education, parents and other community members participate in the education of children in many ways. They serve as instructional resources, contributing their special knowledge to enrich school courses. They sit on advisory councils that often make suggestions on developing and improving the curriculum. They function as part of a community that has a mechanism for sharing responsibility for the behavior and well being of its youth.

The services provided by a community school support the academic achievement of children. The concept of "the whole child" is intrinsic to community education. Programs of health and welfare can remove conditions that hinder the learning process. They can provide strength for children who cannot find such support in their homes. They can also provide greater contact with the real world. Children see in their community schools senior citizens who care, handicapped persons learning to cope through community services, adults still intent on getting an education. Young people broaden their vision by participating in community improvement projects that show them life is sharing as well as competition.

### Improving Facilities

School districts with community education report that once the schools and their needs become visible, the community starts taking an active interest in improving the schools. The attention of adults turns not only to their children's academic achievement but also to the equipment and maintenance of the facilities now used by all citizens. It may start in such small ways as the parent in Canada who called the school to thank the principal for use of the badminton net and offered to donate a new one, or the father who, after participating in community programs at the school, volunteered to organize Saturday morning gym activities for the children. It could be the businessman taking an investment course in Jefferson County who offered to have "his" classroom repainted. There, a Civitan Club enlists the help of school children to sell tickets to their fund-raising barbecue and turns back to the school half the profit on the tickets sold by the students, which goes to buy materials for the school. There, also, the Sertoma Club decided one community needed a playground, which they built adjacent to the elementary school.

In countless communities, the local government has built or match-funded recreational facilities for a community school, for use by the school during school hours and by the entire community at other times. Agencies cooperating in delivering community services have donated to schools everything from metric rulers to telescopes to laboratories. Hartzell Jennings, director of community education in Satellite Beach, Florida, says, "Money will buy you manpower, equipment, and buildings, but you don't need money if you can find the source of what money will buy."

While some people are leary of claims that community education reduces vandalism in schools, there is increasing evidence to this effect. A report released in 1977 by the Senate Subcommittee to Investigate Juvenile Delinquency concludes that community education, by keeping schools occupied beyond the hours of formal instruction, helps reduce vandalism because "the more costly acts of vandalism take place after school hours or on weekends when there are relatively few people in school." A study done by the University of Michigan showed that implementation of community education could reduce vandalism rates by as much as 50 percent. It is not only the watchdog effect of community education, but also the increased commitment to schools by greater numbers of people and the increased interest of the community in the activities and behavior of its young people.

Superintendent Lloyd Nielson in Roseville, Minnesota, once stood firm on the primacy of K-to-12 instruction. He is now convinced that opening school services to the entire community does not erode that responsibility but enhances it.

## Making Full Use of Public Facilities

It is a generous estimate to say that school buildings in traditional districts are used about 18 percent of the time. There stand all those structures . . . expensive to build, expensive to maintain . . . closed in the afternoon, at night, on weekends, and in the summer. There stands the largest single investment of local funds, used for a few hours a day during 40 weeks of the year for children of a quarter of the families.

Furthermore, this huge investment is so convenient. Citizens who need services often have to travel "downtown" or long distances, while schools are located in the heart of their community. The schools have office space, swimming pools and gymnasiums, kitchens, machine shops, auditoriums, classrooms, libraries, meeting rooms. The first reason Superintendent Crews of Charleston, South Carolina, gives for start-

ing community education is, "We own the facilities. Why should they sit idle?"

Buildings that are functional, flexible, convenient, attractive, heated and cooled for year-round use, and zoned to permit opening specific parts for programs are ideally suited for use as community schools. But schools built 50 and more years ago have also served well and sometimes have more than justified needed renovation because of the extent of their use for the community.

Schools, however, are not the only appropriate facilities. Community education is, after all, a cooperative undertaking, in which all the agencies and institutions of the community become involved. Many of them have their own facilities suitable for community education activities but not used nearly to their potential. Churches have classrooms and stages, youth organizations have swimming pools and gymnasiums, civic and service clubs have meeting rooms, and so on. Sometimes a community is like Duval County, Florida, "resource rich but organizationally poor," according to its community education director, in that facilities are duplicated and all are underused. A prime example in many communities is the duplication of recreational facilities by the recreation department and the school system. With community education, duplication is minimized and use is maximized. The recreation department coordinates with the schools in building its facilities adjacent to and even into the schools.

> When schools exist *apart from* the community they stand as monuments to the school board and their ability to get bond issues passed . . . as reminders to citizens of the unpleasant past of their own educational experiences . . . as symbols of something to vote against in the future. When schools exist *apart from* the community, they stand. They stand empty, unused, and economically unfeasible . . . creating a community in which all individuals are equal but some individuals are more equal. All individuals are equal when it comes time to pay the cost for facilities, but some individuals are more equal when it comes to utilizing these same facilities.
>
> Roland G. Frank
> *Planning for Community Education,*
> Pendell Publishing Company, 1975, p. 10

## Coordination Costs Less, Serves More

A frightening thing has been happening in this country for about the last 30 to 40 years. Agencies and institutions have been increasing in number and size. The trend is not as frightening to those inside the agencies and institutions as it is to the public. People feel helpless dealing with bureaucracies. After enough times of being put on hold or given another number to try, people understandably give up on finding someone to solve their problem or answer their question.

Now a frightening thing is also happening to the institutions and agencies. The economy has tightened. Like school enrollments, financial resources are dwindling. At the same time, schools and other institutions are being told by state and federal governments to serve the special needs of more persons. Health needs, educational needs, problems of the elderly and the young child, needs of the handicapped and the poor . . . all are generating greater demands for services, which must be provided from increasingly austere budgets.

Meanwhile, services are duplicated from agency to agency. Those supported by public taxes are finding increasing resistance in getting their budgets approved. Taxpayers, too, are up against their personal budget crises. There are only so many taxpayers, no matter what services are provided by how many agencies. One of the institutions to which they can say "no" is the school system. They can oppose the taxes even if they favor the schools.

The taxpayer wants more services but lower taxes. Impossible? Maybe not. Getting rid of duplication can save a lot of money. Cooperating to provide services can make available services that never existed. "It's a fine time to be alive," says Anthony Carillo, director of a regional community education center in California, of the community educator's situation. "Five years ago no one would listen, but now we're all broke together."

He offers an example. Many school districts find they can no longer afford to have nurses in schools. Public health nurses want to get closer to people, but public health departments cannot afford to expand their services. Put public health nurses in schools, not only as health specialists but also, say, as nutrition teachers. Cooperation has a greater impact than separate activities.

"There are thousands of agencies serving the people," says Carillo. "Each comes in and goes out. They perform their services with no relation to each other. They have no community base from which to work. If the people do not avail themselves of the services, the community is called apathetic. People don't respond to the programs because they are not involved in the planning."

The following resolution was passed by the Representative Assembly of the National Education Association at Minneapolis in July 1977:

NEA believes that the concept of community education encourages schools to provide leadership in solving community problems. It believes that community education:

a. encourages expanded utilization of school facilities by the total community;
b. encompasses and strengthens adult, vocational, and technical education programs;
c. increases awareness and heightens public responsiveness to the educational system;
d. provides for more productive use of leisure time;
e. promotes interagency and interpersonal cooperation;
f. creates a better environment for all.

The Association urges its state affiliates to become involved in the promotion, expansion, and implementation of such programs in their states.

Stan Jordan, community education administrator in Duval County, Florida, says one school there needs three agencies to cut the grass. The school board is responsible for the school grounds, the park and recreation department for the playground, and the municipal government for the right of way. The esthetic question of why the grass is always three different heights is overshadowed by the practical question of who can still afford to do things this way. William Burgess, assistant director of the Federation for Community Planning in Cleveland, says, "The potential benefits of cooperation are becoming clearer to those who have never wanted it. It's called survival."

The public will no longer support proliferation and duplication. School systems have libraries, laboratories, museums, and recreational facilities that are duplicated by other tax-supported agencies. School systems need resources that already exist in other agencies.

The Roseville (Minn.) Area Schools cover an area served by seven recreation departments. Through the community education program, these departments now coordinate their services and provide many of

their activities at school facilities. Community education has also enabled the school system to maintain some services on a sustaining basis . . . some recreational programs and driver education, for example . . . that were threatened by budgetary cuts.

Robert Norred, coordinator of community schools in Charleston, says that a prime impetus for community education in his district is the fact that recreational facilities, especially indoor facilities, are lacking in Southern communities. Schools are about the only places where such facilities exist. The recreation department in Charleston saw community education as a way to expand its own services despite limited resources. The schools, in turn, now use the recreation department's parks as elementary school playgrounds. As Superintendent Crews put it, "Community education is scratching an itch. Charleston County has absolute fragmentation of public services. There is no metropolitan government, just a lot of little municipalities with their own police and fire protection. Public education is the only consolidated service in the County. Community education meets a severe need."

## Making the Community a Better Place To Live

"Good" communities have good schools. They also have good recreational facilities, good social services, good opportunities for citizens to improve their lives. Does the good community produce these resources, or do the resources make the community good? It probably works both ways.

A community cannot even begin to be "good" unless its citizens work at making it so. Opportunities and resources do not simply appear. They are developed by the people in the community, provided the people have "a sense of community."

People with ideas and with a way of turning them into action make good communities. Community education provides a way. It breaks down alienation and helps people know their neighbors, brings communities together. Its programs bring people out. Its process brings them into working relationships. Coordinated efforts at solving their problems gives citizens a feeling of united purposes.

Community education has been a cohesive factor in all types of communities. It has eliminated the impersonal climate of cities, created a sense of belonging, encouraged people to get to know one another. Residents of Flint claim that despite a large black population, they have not faced racial problems to the extent of other cities. They give at least partial credit to community education, which allows people to know one another as individuals rather than as stereotypes.

Large or densely populated areas need to be broken down into units of manageable size. Small or sparsely populated areas need cohesion. The Roseville Area schools in Minnesota serve several jurisdictions, of which Roseville is the largest. Community education has allowed the smaller units to retain their identity and have their own needs met. Many residents of the area predate the suburban growth period, but many others consider themselves residents of the Twin Cities. Community education has given the suburban communities a separate local identity, a feeling of being more than just "an appendage to St. Paul." The rural Fort Frye (Ohio) School District serves five towns. Unlike Roseville, it needed the cohesive factor of a single advisory council bringing people together from each town and providing services to meet everyone's needs. It, too, needed an identity separate from the site of most community services, Marietta, the county seat outside the school district.

With the cohesiveness and the sense of community come the programs that enable the citizens to cope. The needs may be as fundamental and personal as vocational training and retraining, building skills, career counseling; home management, nutrition, consumer know-how; or health care, immunizations, correcting visual and hearing impairments. They may be such serious social issues as crime, delinquency, drugs, and poverty. They may include the helplessness that could be alleviated by having services available in one convenient location—civil service examinations, welfare programs, clinics, shots at a familiar building nearby.

Needs may also be as simple and obvious as a neutral site at which to hold debates and discussions on controversial topics affecting the community. Even affluent and educated communities that know how to work through political processes have needs for services and facilities that help them solve their problems. Needs that are not fundamental are not necessarily frivolous. Integrating art and culture into the total life of a community, improving one's golf swing, performing in a vocal or drama group, learning to paint or grow flowers or embroider or fix a car, meeting people who live nearby . . . all can help people become comfortable with and about themselves, become confident enough to try new things.

When the citizens of a community have a way of coping with problems and enriching their lives, the community becomes a better place to live. Whether they are working on an environmental beautification project, attacking crime, learning a job skill, debating a rezoning proposal, or taking up needlepoint, citizens are enriching themselves and their community through community education.

Chapter Four

# A SYSTEMATIC APPROACH

## *A Visit to Jefferson County, Alabama*

"I think we've surpassed Flint in terms of concept," says Revis Hall, superintendent of the Jefferson County, Alabama, public schools. As of the 1977-78 school year, JefCoEd (as the school system calls itself) began totally integrating community education into school operations, abolishing it as a separate department and coordinating it at the building level through the school principals.

From the standpoint of total integration, Hall believes Jefferson County matches Flint. But he feels his system surpasses Flint in that JefCoEd does not have an annual $6 million foundation grant to keep its community education program going. "Ours is generating its own money," he says—from tuitions, fees, and contributions from participating agencies. "We have more direct involvement. People in the South tend to get involved. We have 170,000 people participating in these programs who would not be in the schools without community education. We have a lot of fun."

### Step by Step

"We haven't had any major problems," says Hall. "We planned it step by step. We insist that the program be self-supporting so as not to let the overhead get ahead of us. We evaluate the program quarterly."

The step-by-step method starts with the definition of community education given by JefCoEd's director of community education, Hollis Hyde, as "a service delivery system." A community school, he says, is a place where services are delivered to the consumer.

#### The Human Resources Zone

Jefferson County has developed a system for delivering these services called a human resources zone. Each zone generally consists of a high school and its feeder schools—between four and ten schools to the zone. Each school has an advisory council—the Instructional Improvement

Committee (IIC)—of which the school principal is secretary. There is also an advisory committee for the entire zone and a zone principals committee, which is the decision-making body for the zone. The advisory council determines what the community needs. The principals committee determines whether, when, and how the needs can be met. There is a countywide IIC as well.

As the community education process works in Jefferson County, any individual or group with a concern or a need can get answers by starting with the local school committee and going as far as the board of education, if necessary. If the principals committee refuses the requests of the advisory council, for example, the council can take its case to succeedingly higher levels. Hyde says, "It's a system for problem solving without sticking your neck on the line."

Each zone has a full-time coordinator and secretary. Staff at the individual sites fluctuates with the program, but a full-time person is employed at any school with programs sufficient to justify such staffing.

Hyde's office provides program support, master scheduling, and a centralized accounting system for community education in the school district. He feels the centralized accounting is important because "people in the field collect a lot of public money that is easy to spend without accounting for it." The community education coordinators in the schools do not work for Hyde but instead report to their building principals.

Hyde can point to numerous benefits of the zone system. First, it encourages participation by other community agencies. While the term *community school* connotes mainly academic endeavors, the term *human resources zone* expands the connotation to include all the other kinds of services, such as mental health or meals for senior citizens, that fall under community education. Many agencies that are prohibited from cooperating with schools, because "schools have their own funds," find an easier rationale for participating in something called a human resources zone. In several cases, the human resources center in each zone (usually the largest school) has acquired public agencies, such as the sheriff's office or a health clinic, because it is centrally located and convenient to most citizens.

The zone concept saves money, because it eliminates the need for full-time community education staff at each school. At the same time, it allows more people to become involved, because there can be community activities at each school. Efficient use is made of both staff and facilities, because schools within a zone share their resources freely.

Zoning permits coordination of all units in the school system . . . elementary, junior high, and senior high schools. For example, a family

with children in schools at each level formerly might have had to deal with three school social workers. The zone system now coordinates such services, assigning one social worker to assist the family and all its school children. The zone advisory council and principals committee also provide a way to coordinate the curriculum through a zone's K-to-12 articulation.

Finally, Hyde believes the zone increases the effectiveness of the community services program. While a single elementary school may serve a population of about 5,000, a zone represents perhaps 25,000 people. The zone committee has the power to get things done, even if it is creating a program for only one of its schools. Local politicians, who are often the critical enablers of community activities and services, find the zone returns the favors simply by being a ready-made forum through which officials can address their entire constituency.

### How It Started

Jefferson County spent about 10 years creating the system. The school district, in the heart of the industrial South, serves almost the entire county except the city of Birmingham. The district has a total enrollment of 50,500. In the late 1960s, the idea of starting community education began, as it usually does, in the minds of a few local citizens. It had the added benefit of being nurtured by C. S. Mott's daughter, Susan Webb, who lives in Birmingham. Within the school system, support and encouragement came from one member of the board of education and from the associate superintendent, William F. Dodson.

In January 1972, the Greater Birmingham Foundation made a grant of $25,000 to the school district through the Community Education Center at the University of Alabama at Birmingham. The grant provided the seed money to start a community education center at an elementary school in an upper middle-class neighborhood whose citizens had requested it and to add a center at a high school in a low socioeconomic neighborhood two months later.

The success of these pilot centers proved to the school board that Jefferson County's citizens had sufficient interest in community education to warrant expansion of the program. "The hardest job was to get me involved," says superintendent Revis Hall. "I knew what community education was about, but we are, in some ways, an economically poor state and a poor district." Although Hall was not sure the district would support the program after the one-year grant ran out, the board agreed to provide $10,000 to any school that wanted community education, if the activities would bring in an equal amount.

Within two years, there was enough activity in community education to justify a director in the central office. The concept of the zone system was established, and the school board budgeted $10,000, on a matching basis, for each school in each zone that was formed. By the 1976-77 school year, the board was providing $400,000 for a community education budget amounting to about $1 million, the balance generated by income from the program. Board money is spent primarily on personnel and not for capital outlay. The following year, the entire school system was organized into zones covering every school.

The program runs seven days a week, 12 months a year, beginning at 6 a.m. with jogging groups and day-care programs and continuing until 9 or 10 p.m. While activities may not be running all the time at every school, there are some programs going on somewhere at any given time. "The cost factor is always present," says Hyde. "If there aren't enough participants, there is no course or program. We don't commit ourselves to any program until the class is there. If the teacher isn't good, the class is stopped and the teacher doesn't get paid."

## Filling a Need

"People want the services as fast as we can deliver them," says Hall. "The school board said it would not approve a new center unless the request came from teachers, students, principals, and the community. We can develop that interest. We do it the hard way, but it works. We have done it slowly, but if you do it overnight you organize your resistance. Once we start a center, after a laborious process, none stops or slows down. Now the community has committed itself to a totally integrated community education system."

Community education is apparently filling some great needs and providing some obvious benefits for Jefferson County. To Hollis Hyde, community education is, first of all, a recognition that people have problems, that they need to talk about them and find ways of solving them. The best way is for the people themselves to run the system that finds the solutions.

"Community educators are enablers or facilitators," he says. "They find the need, find a way to meet it, find a place to do it. They have eliminated 'can't do it' from their vocabulary. But it can't be done with just some afternoon or evening programs. The ownership must be with those who use it." Because all the people own the school system, and not just those with children in school, Hyde feels the system has an obligation to address the needs of all the people.

Second, he sees a natural correlation between the regular academic program and community education. Between birth and age 21, he says, about 8 percent of a person's time is spent in school and 92 percent "somewhere else," with family and in the community. During that period, though, learning is taking place all the time. Parents and other community citizens are the support for the "prime learners" aged 0 to 21.

"The parent is in charge of the home-based learning support center," says the superintendent. "If the community continues to learn, it becomes the manager of a community-based support system for the prime learners. The Instructional Improvement Committee represents the community. The Human Resources Zone plugs in the improvement of teaching and learning for the whole area, including the K-to-12 curriculum. It brings together a whole range of needed services and resources, without requiring new staff." In fact, total integration of community education in JefCoEd has meant that community education money often purchases materials and equipment that are used in the K-to-12 program as well as for community services.

Third, Hyde sees no reason why learning should stop at age 21. Change that once took generations to come about now happens several times during a single lifetime. People need to keep learning in order to cope with rapid change. Every service provided by community education, even those not basically educational in intent, has an educational facet, if only in changing the attitudes or behavior of those receiving it.

The important element of community education is that the people themselves determine what they need in order to cope with the problems and changes that occur in their lifetime. "Educators don't tell the folks what they need or want," says Hyde. "The folks tell the educators what they need or want, and what they want they sign up and pay for. A course could be a vocational or leisure activity, depending on what the person does with it. There is equal value in both, and educators should not object to offering leisure courses if that's what the taxpayers want and need."

## The Results of Involvement

Despite Hall's claim that Southerners tend to become involved, it was not easy bringing about the level of participation enjoyed by Jefferson County. In community education, involvement is needed by individuals, groups, professions, and agencies.

The combined efforts of the district administration, the community educators, and the citizens who became committed to the value of community education went into the process of involving the people of Jefferson County. Individuals had to see that participation meant ways of

solving their problems and adding new dimensions to their lives. Educators had to see that community education was not just additional responsibilities and encroachment on their physical and professional terrain but a real benefit to themselves, their schools, and their community. Agencies had to be coaxed along to cooperate in the program, until their officials realized that it expanded—rather than eroded—their functions. This was the "laborious process" JefCoEd undertook before establishing a community center at any school and before creating each human resources zone.

The result is a comprehensive program of community services in Jefferson County, enriching the school program, expanding the functions of cooperating agencies, and improving the lives of the local citizens. Hyde offers the following examples:

- The local Red Cross chapter gives health classes in all school grades and after school to children and adults. It also provides instruction for the volunteer parents who staff the health clinics in each school. Many communities respond generously when the Red Cross, in turn, needs help for disaster victims.
- Nursing students at the University of Alabama at Birmingham surveyed the county to make recommendations on needed health services that could be provided through the community education program.
- The school system has contracts with the manpower consortium funded by the Comprehensive Employment and Training Act (CETA). Four actors assigned to the school district's fine arts department run acting clinics for children, put on performances, and help students put on shows. A puppeteer does programs and teaches children how to make and perform with puppets.
- School librarians check out books for adults from the city library for temporary placement in elementary school libraries, which are kept open two nights a week. The project makes books for adults available close to home and expands the resources for children.
- The school district, which once provided limited instruction in physical education for elementary schools, now has cooperative arrangements with several local colleges. The colleges send physical education majors to the schools two mornings a week. The college student gains practical experience, writes a paper on the activity, and receives credit for it. "Everyone gains at no cost to anyone," says Hyde. There are similar programs in science and math, and Hyde says it could be done in any field so long as teachers and principals accept the fact that they are not the only ones who can teach.

- The schools provide meeting facilities for such youth groups as Scouts and Campfire Girls. The "charge" for the use is a reciprocal agreement under which the youngsters mow grass, police the school area, or do some form of maintenance. "It gets something done, and it also teaches something to the young people," says Hyde. The community education program uses church facilities for some of its daytime programs and reciprocates by allowing church youth groups to use school facilities for athletics, art classes, or summer bible schools. Churches lacking adequate meeting facilities conduct services in schools, under lease arrangements.
- Imagine an elementary school with three lighted baseball fields and one lighted football field. Cahaba Heights Elementary School has them, built on school land by the local athletic association, under a lease agreement. The association maintains the fields, and the community uses them when school is not in session. Similarly, the city government of Hoover built and maintains four tennis courts next to one of its schools. The community education program provides instruction and supervision.
- Several local mental health agencies provide counseling services for students in schools.
- Irondale had no recreation department. Community education now runs a recreation program under a contract with the city government.
- The County Department of Pensions and Securities operates an after school child care program. Children stay at school, get an afternoon snack, and receive help with their homework.

The list could go on, and it will undoubtedly change as needs change and as the people make their needs known. Perhaps the most important result of the development of community education in Jefferson County is that the school system has become truly open. Citizens throughout the county are involved in meeting their own needs, educational and otherwise. The board of education adopted its own sunshine resolution, opening its policy deliberations to the people. "Bureaucracies by nature provide their own closures," says Hall. "Sometimes it feels good . . . until you realize you're cutting your own throat. It's difficult, but we're learning to be open."

Chapter Five

# WHO IS INVOLVED . . .

## . . . *in Community Education?*

Potentially, everyone in a community is involved in community education. Here is a concept that says education is for everyone, that everyone should have a voice in determining what is needed, that everyone can both contribute and receive. Involvement is needed by individuals (a) as citizens, (b) in their occupational capacities, and (c) as members of groups . . . in planning, in giving, in getting.

### The Major Roles

In various ways, certain people in the community play major roles in establishing and operating community education. As in any other undertaking, there are a few leaders and many followers, except that in community education even the so-called followers have opportunities for real involvement.

**The superintendent** of the school district plays a key role from the outset. Ask community educators what the difference is between success and failure of community education, and the answer is almost always "The superintendent." If the superintendent is not behind the idea, is only lukewarm about it, it generally does not go beyond a few scattered adult courses. The superintendent does not run it, even in totally integrated systems, but the superintendent must be fully committed to it. Superintendents alone cannot make community education happen, but they can make it not happen.

What the superintendent gives best to community education is leadership. In leading a school district to adopt the concept of community education, the superintendent first accepts the value of the concept and then articulates it to others. Before superintendents can exercise a leadership role, they must be willing to admit that decisions can flow upward, that power can be diffused, that they need not be benevolent dictators, that the whole community can participate in formulating educational programs. The superintendent can lead the board of education to accept

the values of providing opportunities for continued growth for all citizens of the district and to establish appropriate policies for community education. The superintendent who truly believes in community education can provide leadership for the whole school system to risk trying it and not be afraid of possible failure.

The school superintendent, by virtue of the position, is one of the leaders of the community. Superintendents can play an important role in bringing together heads of other community agencies to enlist their cooperation in community education. In most communities, there is a vacuum in that particular leadership role. There is no person who works to bring all the agencies, public and private, into cooperative action. The superintendent can fill that vacuum by—in the words of Alton Crews, former superintendent in Charleston County, South Carolina . . . "bringing all the wriggling, squirming parts together into a manageable whole."

Some superintendents would balk at this role, but those who accept it recognize its logic.

- First, schools are generally closer to the people than any other community agency.
- Second, education is uniquely suited to being a catalyst for change in society. These superintendents also know that the whole environment, and not just the school, is the educator. Arthur Langerman, superintendent of the Fort Frye School District in Ohio, says, "I can't separate the community from the schools. Superintendents ought to see the value of working closely with the community and not being the authority who dictates to people. They could solve many problems by getting more people involved in the schools."

Doug Procunier of the Mott Foundation suggests that superintendents not dictate the roles and contributions of other agencies, but simply introduce their leaders to the idea of community education and ask for their help. Some will respond immediately. Others will wait for the idea to prove itself. Lloyd Nielsen, superintendent of the Roseville Area Schools in Minnesota, says, "There isn't anything we can't do in community education, but we can't do everything. And we can't do it alone."

The superintendent must also exercise leadership of school district personnel. Until all staff members, from central office administrators to school custodians, are sold on the idea of community education, they will have misgivings and apprehensions. The obvious commitment of the superintendent helps dispel the fears and provides administrative support for solving the problems of uncommitted staff . . . from instituting

inservice training sessions and workshops to transferring unwilling personnel out of community education centers.

Eventually, the superintendent gives over the actual operation of community education to an overall coordinator and individual site directors. The superintendent plays a crucial role in selecting the right staff to do the job and providing the right climate in which they will work. In most cases, some reorganization and restructuring of the school system is necessary, such as including the coordinator's position as part of the superintendent's cabinet or executive committee and decentralizing the decision making and administrative processes of the school system.

**The role of the school board** is to set policies under which community education can operate effectively. Ideally, the board will adopt the philosophy of community education before even pilot programs are started, formally proclaiming a position of support. Sometimes, however, the success of the pilot spurs the board to this position. Before any expansion is contemplated, the board must set policies covering such situations as cooperative programs, use of schools by outside agencies, conflicts between school and community use of facilities and the functions and authority of community education staff and advisory councils. Managers of school programs should give 30 days notice if they need to take space at a time when it has been scheduled for community use.

Support from the board is so important that in many districts one or more board members have been the earliest proponents of the concept, without whom it would not have achieved acceptance at the policy-making level. Unless the board embraces community education early and gives it top priority, the program runs under the threat of dying as a "frill" when budgetary cuts are made.

**The community education coordinator** takes over from the policy makers and moves the program into operation. In all but the smallest districts, such a position is needed at the central office of the school system to:

- Revise administrative procedures
- Develop budget
- Locate resources
- Participate in hiring, training, and monitoring site directors
- Control accounting
- Evaluate programs
- Establish communication systems
- Acquire grants
- Promote cooperative activity
- Publicize the program.

A person with all the credentials and attributes that have been suggested as necessary for the position of community education coordinator would be decidedly superhuman. There is general agreement that the coordinator should have a master's degree or its equivalent, as well as special training in community education. Beyond that, it is suggested that the person have both formal classroom experience and experience working with people in communities, be schooled in group dynamics and processes, and know school law and finance. Furthermore, the person should be compassionate, believe in the potential of each individual, know the community's resources, be a listener, know how to get things done within the limits of school system processes, be self-directive, have boundless energy and enthusiasm, have more concern for doing things for people than for building empires or achieving visibility, understand and be able to communicate with all segments of the community, and be sensitive to individual and group needs and moods.

The directors of individual sites, schools, clusters, or zones need qualities similar to those of the coordinator. They supervise the use of facilities for community purposes, maintain and distribute supplies, keep schedules and records, account for funds, coordinate with agencies and organizations, act as liaison with school staff and community, publicize activities and services, and guide the advisory council. But that list of general duties in no way describes the role of the community school director as the enabler, the person who goes into the community to discover needs and ways of meeting them, someone who is understanding and innovative and can attract participants and deliverers of services, one who soothes ruffled feelings, the problem solver who inspires trust, someone deeply concerned with all aspects of people and their communities, someone who assists the council but does not control . . . a multi-faceted person.

The director should be an integral part of the school staff with some duties related to the regular instructional program. The director's immediate supervisor is the principal, and herein lies a crucial relationship. Just as the uncommitted superintendent can squelch a movement for community education in the district, so can the unwilling principal destroy it at a particular site. Tony Carillo of San Jose State University maintains that if a district with 60 schools can establish only two community education centers, there should be 10 principals fighting to have them. Turning a school into a community education center cannot be used as a means for salvaging an incompetent principal. The concept should never be forced on a principal who is unwilling.

**The principal** must be able to share power and responsibility with the community school director. The usual role of the principal is leader of the

school staff, director of curriculum and instruction, and liaison with community. Community education expands this role and provides an additional staff member to administer it. Only if the principal is fully supportive of both the expansion and the assistance can the inevitable conflicts that arise between the community program and the regular instructional program be resolved. Only if the principal accepts the community school director as part of the administrative team can there be correlation between the programs.

**The role of the community advisory council** is, in simplest terms, to represent the community. The effectiveness of the council in carrying out this role grows as the council develops its methods of organizing, functioning, determining community needs, finding answers, and making things work. The advice and guidance of the community school director through the developmental stage is critical.

Membership on the advisory council should be as broadly based as possible, involving parents and other citizens, students, senior citizens, agencies, service organizations, civic groups, local government, neighborhood associations, churches, businesses, teachers, principals. Anyone who lives and/or works in the community is a potential member of the advisory council. The recommended size is 15 to 30 members, but involvement can and should expand as others serve on special task forces or subcommittees.

The council ought to take on simple problems at first, but simple or complex, its method of operation should be orderly.

- First, the council identifies community problems and assigns priorities. Council members assist the community education director by reaching out to local citizens to ascertain their concerns.
- Second, it discusses causes and possible solutions.
- Third, it selects the best solution and the resources available to contribute to it.
- The council plans its action, which may be anything from a simple letter or telephone call to the formation of a committee to put the solution together.
- Then it carries out the action, evaluates the results, and determines whether to continue the action or try a new solution.
- As the council experiences success, trust grows both among the members and in the community for the council as a mechanism of communication and problem solving.

Doug Procunier points out, "Community education is the newest kid on the block. Even after it gets started, it is the target when budgetary cuts need to be made. There must be community advisory councils, because

no one else will fight for it. With them, the superintendent can broaden the base of support for community education." In fact, there are communities that have had councils first, which have later led to community education. Community councils began in 1971 in each of 39 neighborhoods in Independence, Missouri. These councils were the brainchild of the mayor at the time. Their original purpose was to deal with general community problems, but they developed such momentum that they brought together some community evening programs and eventually created a full-fledged community education program.

The role of the superintendent with community advisory councils is to allow them to make decisions and carry them out. Advisory councils must deal with problems, not with solutions dictated by administrators. Getting people to serve as volunteers for their community is difficult enough. If they perceive the service as nothing more than rubber-stamping administrative decisions, they will lose interest quickly. They need to know they have some power to do things. They need to have the administration not say "no" every time they come up with a possible solution.

On the other hand, sometimes the council has to be guided to go beyond the stage of identifying solutions. Hartzell Jennings, community education director in Satellite Beach, Florida, points out that his advisory council consists primarily of professional people who are accustomed to giving directions. When they determined their first solutions, they gave Jennings a "laundry list" of things to do, whereupon he handed it back and said, "Do it." Jennings sees his role as one of helping to eliminate the roadblocks to the things the community wants done, but he believes the community itself should learn how to take action. He also sees a danger in advisory councils that adopt the same authoritarian attitude they dislike in the administration. "There is a fine line for the council between being a rubber stamp for the school system and being a miniature board of education," he says, and on that fine line is where the advisory council's most effective role lies.

**The role of community members** is involvement. It does not happen automatically and usually requires a conscious effort at building awareness of the concept of community education and the potential for community action. Community education will not work without a broad base of citizens who understand it and are willing not only to participate in community activities but also to organize, take charge of, and contribute to programs.

In some communities, citizens have recognized the need for community education before educators did. Sometimes it has started with volunteer programs for parents in the schools, through which a large group of

citizens have come to know their schools from direct experience. Communication between school and community is strengthened by such programs, which diminishes the chance of having "showcase" advisory councils when community education is established. Such communities are ripe not only for embracing the concept but for turning out to sit on advisory councils and contribute their special skills to teaching courses and participating in other community projects.

**Finally, the role of community agencies** is cooperation. In most communities, it is a new pattern of action. It has to be developed. As the Mott Foundation describes it, "Two plus two equals six," because together community agencies can have an effect that none could ever have alone. Every agency, institution, and organization in a community is a potential resource for helping to solve a problem or contributing in some way to improving life in the community. Across the country, there are countless examples of programs put together by several agencies to serve the community. Each gives of its material and human resources to make the whole bigger than the sum of its parts. The new pattern means contribution, coordination, and collaboration in meeting community concerns.

## Removing the Obstacles to Commitment

Community education is like a class picture. Each person looks for himself first. "What's in it for me?" is a typical response to the notion of community education. People can easily see what they might lose. They have to be shown what they will gain. There are always fears about trying something new, and the fears need to be addressed.

In order to move from the philosophy to the practice of community education, there must be change in attitudes that lead to change in practices. Schools must take on a new role and become a catalyst in developing cooperative action. The leaders in the schools need to understand all the forces that work on the various groups affected by community education. Motivation to try, despite the possibility of failure, has to outweigh the fears.

"People are not used to cooperating," says Richard Sussman, coordinator of the North Westchester (N. Y.) Resource Network. "The way to achieve it is through self-interest. If you can get people to do what they want to do, they'll cooperate." Robert Norred, coordinator of community schools in Charleston County, South Carolina, sums it up this way: "You can't be a threat to anyone." The solution, according to James Klassen, administrator of community services for the Roseville Area Schools, is to understand that achieving cooperative action "takes patience. Commu-

nity education has to prove its sincerity." If it is ever to succeed, community education must develop in a carefully created climate of trust and confidence.

**School administrators** express doubts about trying community education in terms of costs or because involving so many more people just creates a lot of problems. Who will pay the custodian, who will answer the telephone, who will take care of security? The real threat, however . . . especially at the highest administrative levels . . . is the diffusion of power essential to community education. It is one thing to have participation (taking part in activities, volunteering) and another to have involvement (aggressive, active decisions). How much advice must the administration take from advisory councils in order to keep them viable? How far must the community be brought into the management of the schools?

"Power is infinite," says Tony Carillo. "You become more powerful as you share power." Revis Hall, superintendent in Jefferson County, Alabama, confirms the theory when he talks about the process he went through to open up decision making in his school system. At one point in a school board meeting, he left the room and told the school principals who had gathered that they could bring before the board in complete confidence any concerns they had. The board listened to the problems of management in the developing community education programs. The central issue was that the principals wanted to manage affairs at their own sites. In response, Hall instituted a system making it possible for each principal to plan for his or her school, in conjunction with the plans of the entire human resources zone. Hall now goes to each school to hear and advise on the individual plans.

By sharing his power, Hall increased his power. The message is valid for all school administrators. Many fear that under community education, especially with outside agencies coming in to run some of the programs, the schools will lose their identity. Adult, vocational, and career education administrators are afraid community education will take over their terrain. Before the start of community education in Jefferson County, however, enrollment in General Educational Development (high school equivalency) courses amounted to three or four classes. It jumped to 15 classes through the awareness generated by community education, a phenomenon noted in many courses in many communities around the country.

The business office of the school district can be a major help or hindrance to community education. There the attitude may be not to give away free what once brought income to the schools, and to require completion of endless copies of endless forms for use of school facilities.

That approach can dampen all enthusiasm for cooperative activity. Sharing means not only using what others have but also offering one's own. School business officials need to understand that resources, like power, increase with sharing.

**School boards** are likely to have fears similar to those of administrators—costs, processes, staff, security, but mostly sharing power with the community. If the school board's role is to represent the community, what need is there for a lot of advisory councils also representing the community? As communities have become more interested in being involved in their schools, they have discovered a need for more systematic ways of bringing their ideas to school boards. Advisory councils that can study issues and make considered recommendations to boards are more effective than individual testimony. Because they can ascertain and express the needs of small areas within a school district, advisory councils are increasingly being required for federal and state programs and suggested for dealing with such major district problems as desegregation and declining enrollment. Rule by school board fiat, without the advice of those directly affected, is no longer the recommended method of school district management.

Proponents of community education need to build their case for the school board. They need to show the board how the advantages outweigh the disadvantages, how the benefits outweigh the costs, and the relation between the community program and the regular instructional program. Once they can get the board's approval to try the concept on a small scale, experience generally takes care of the rest. Eventually, school board candidates include as a principal item in their platforms their commitment to community education.

**Principals** can easily see the potential inconvenience of community education. Dealing with the community, responding to its concerns, and planning and operating programs take a lot of time. What will an advisory council advise on the instructional program when these people know nothing about curriculum? Use of school facilities at night will damage equipment, gym floors, materials. There will be conflict between the regular staff and the community program, and the principal will be caught in the middle. And what was that about nonprofessionals teaching courses?

Why would 10 principals fight for community education in their school? They know they agreed to be responsible for the regular instructional program. Why would they want to take on the added responsibility for all the learning in their community? Some who will fight for it are, unfortunately, the weakest principals, grasping at straws. Their schools should not be selected. Stan Jordan says, "Principals' attitudes toward

community education tend to be commensurate with their own self-concept. Some principals see the community as their advocates. They would move toward community education even without an official policy." The principal who is enthusiastic about community education, who reaches out to the community as a normal procedure in running a school, is the one who should be chosen. When new centers are to be started, principals are best brought in by their colleagues. Those who are already committed should plan and run workshops on the principal's involvement in community education. If principals lose their jobs because of opposition to community education, others will start to comply, but only in name, unless they have developed a real commitment to the concept.

The principal must be assured that a day already filled with planning the school's instructional program will not become overloaded with planning and running the community education program as well. Says Robert Norred of Charleston County, "We buy the allegiance of principals by giving them the assistance of a community education director." That person needs to be on the principal's staff, involved in and knowledgeable about the regular program, but primarily there to plan and direct the community program and serve as the problem solver when conflicts arise between school and community staff.

**Concerns of some teachers** can be summed up, according to Hollis Hyde, as "Don't bother me. Leave me alone, and let me teach." He says, "The terminology has to change from 'mine, I, me' to 'ours, we, us.' Teachers need to be able to stop thinking in terms of 'my school, my classroom, my projector.' "

Once a building is under consideration as a community education site, administrators should meet with the staff in the building and let them voice their concerns. It is better to air them than to let unexpressed concerns fester into problems. If teachers fear for "their" equipment and materials, they will look for damage the day after a community class uses "their" room. Principals will insist that requests are filled out in such minute detail that a community cooking class cannot get six bowls if the exact number is not in the request. Coaches will schedule practice during prime community time so that the community will not scuff "their" gym floors.

Hyde says the way to convince school staff is to start by using "neutral space" . . . lobby, library, lounge, lunchroom. Build their trust by letting them know care will be taken of the property. Eventually, teachers find community members not only taking care but offering to improve. "I'd like to build some bookshelves for this classroom" and "I'll get my crew in to paint the room" are common responses. When a Jefferson County school caught fire one evening, community education participants re-

ported the fire, saving the building from total destruction, and helped repair the damage.

Hartzell Jennings remembers that the teachers at Satellite Beach did not want "their" equipment used. They found, however, that when their own budgets ran dry for new typewriters, piano tuning, or repair of sewing machines, the community education budget helped. After the reading specialist complained that paperback books were being "stolen" by members of the adult basic skills course, Jennings routinely began offering funds to replace books or purchase titles beyond the reading specialist's budget. "We're all in this together," is the attitude that ought to be engendered.

It takes some convincing, but professional educators soon realize that others have a wealth of knowledge to offer to schools and community. Hyde tells of a course in lawnmower repair, taught by a man with an eighth-grade education who has no curriculum and uses no books. The vocational education teachers in Jefferson County were appalled, but people learned how to fix lawnmowers. Nor did the course hurt the man's own repair business, which quadrupled after he became known as the community expert.

**Custodians and other supporting staff** may well look upon community education as nothing more than a lot of extra work. Even those who see the value of community involvement and who would give their time because they enjoy doing so are often bound by unions and contract provisions.

"Minneapolis is a powerful labor town," says Paul Boranian, director of community education there. The labor unions originally tried to block community education in Minneapolis, until the superintendent took the lead in negotiating with them. The unions agreed to a one-year trial modification of their rule that school buildings could not be open without a custodian on the premises. They allowed for the absence of a custodian if not more than 50 people were in the building. Today, the president of the labor council in Minneapolis sits on a community education advisory committee.

In nearby Roseville, Klassen makes it a point that the custodians, as well as the secretaries and the cooks, are taken out for an "appreciation dinner" each school year. "You have to cultivate a positive relationship with the building people," he says.

Changing attitudes can be difficult. Charlie Stengel is the custodian at Lowell Elementary School in the Fort Frye Schools in Ohio. The community uses the gym several times a week. During those times a night custodian replaces Stengel. "This building was meant for education, not



C1

to play in," says Stengel. "I'm against night help. I can't teach them how to do things when I'm home. The people using the gym come from Waterford and Marietta, not Lowell." Superintendent Langerman, who describes the area as one of the more conservative in the district, has not conceded defeat. He knows a constant selling job is needed, primarily by the school principal. Meanwhile, community activities continue in the Lowell gym.

**The PTA** can be a strong supporter of community education, but it can also see the concept as a threat. As a representative of parents in the community, the PTA may be among the first groups to perceive the potential benefits to parents, children, and the community as a whole. Norred says it was the local and state PTA that brought advisers into Charleston to talk about community education to the general citizenry and to the leadership in the community. But an advisory council in a particular school can be direct competition for a PTA, an infringement of PTA "turf." Klassen says there is not much outsiders can do to change the effect of community education on a PTA. "The advisory council will kill a weak PTA," he says. "They tend to merge if the PTA is strong."

**The community** is supposed to be the prime beneficiary of community education, but unless the community is totally committed and fully involved, the idea will not work. Residents may question the cost of establishing and running the program. They may view it as a frill, which has no place at a time when schools need to teach basics and there is hardly enough money for that. There will surely be some amount of skepticism about the claims that community education will meet the community's needs. "It'll never go. We have a strong YMCA," is a common reaction. If the citizens see it as "just another adult thing," they may never participate to the degree necessary for the success of the program.

Community education must start with community awareness. Langerman says, "You have to re-educate people. They think education is only what they got in school." In some districts, administrators, principals, and teachers go directly to people's homes to talk to them. The schools must reach out to the residents before the residents will reach out to the schools.

"Community education is a public relations job, a sales job," says Hyde, of the effort to develop enthusiasm for the program among individuals in Jefferson County. "You can survey until you're blue in the face, but the real action is out with the people. It's people telling other people." Jefferson County's community educators got to the people by going to homes, meeting with mothers' clubs at church, drinking coffee with the guys in the pool hall. The idea was to engender trust, so that people

would talk about the real problems and needs community programs could address. Sometimes the job required breaking down notions that people could not participate unless they had children in school. After awhile, word-of-mouth became the strongest selling tool for community education in Jefferson County.

Once community education gets started, the citizens must have real and continuing opportunities to participate, from planning to implementation to change and improvement. "Programs are a means to an end, not an end in themselves," says Hyde. "That's how you get the people involved." The activities should come from the people and address the needs they have expressed. Programs should start by focusing on simple problems and demonstrate that community education is an integral part of the community, tailored to the circumstances of the particular community. Announcements of programs should make clear who is paying the cost . . . participant fees, other public or private agencies, businesses, federal or state government, the school district, or any other underwriter. If conflicts arise about any aspect of the program, community educators should be able to use them as a stimulus for growth and change.

**Community agencies** have fears similar to those of school staff. They are afraid they will lose their identity, their authority over "their domain." In most communities, cooperative action is an uncharted course. The route taken depends on whether the district encompasses a single unit of local government (most agencies serve the same area as the school district), several units (similar agencies provide similar servicees to different segments of the school district), part of a unit (most agencies serve an area larger than the district), or a combination of these (some agencies serve only the school district, while others serve larger or smaller areas).

Whatever the structure of service delivery, one of the best ways to approach agencies is to involve their officials in the community education process in their own communities. When the head of the park and recreation department, the director of social services, and the president of the community college sit on their community advisory councils, they see firsthand how the services of their agencies can contribute to the community education program.

In bringing together the leadership of community agencies to explain the concept of community education, the superintendent can address their fears by showing how power is infinite. Rather than lose power, agencies gain it through community education by expanding their services and their clients. In Minneapolis, the business community gives half a million dollars annually to the community education program. "They have a stake in the community," says Boranian. "If the community goes

down the drain, so do the businesses." The question cannot be one of who wins and who loses, but of the necessity for cooperation and sharing by all.

It may take time for the leadership of some agencies to understand how their services relate to community education. Start with the obvious . . . recreation, where facilities and programs overlap with those of the school district, for example. In Jefferson County, the recreation director of Fultondale is chairman of the community school advisory council. The Gardendale park board at first felt threatened by community education. Now the park board and community education program make sure they do not duplicate services, and they advertise each other's activities in their brochures. In Charleston, South Carolina, Norred says recreation personnel were opposed to community education until they saw that it added jobs for their department. He sees the schools as just a part of community education: "If another agency will offer a program, we don't have to mess with it. They fear losing control, but we don't dictate content."

Stan Jordan says that outside constraints often make cooperative action difficult. A typical reaction is "You can't do that." The response should be, "Tell me what we can do, and let's start there." The municipal government and the school board are, together, the custodians of the largest portion of local public money, "but it is accepted political behavior that these two groups never meet." One runs the public libraries, the other the school libraries. "School libraries close 30 minutes after the end of school, but they are close to the people." Another area, he says, is health, where more preventive care is needed. "Put them where the people are, not separate just so they can maintain their identity." Florida law, which required both schools and health clinics to have title to their facilities, had to be changed to enable Duval County to construct health clinics on school campuses. "When agencies see the schools as something that helps, not hinders, then you can develop cooperation," says Jordan.

Joseph Ringers, director of community education in Arlington County, Virginia, has a procedure for developing cooperative relationships:

- **Communicate** . . . Identify needs and aspirations and determine how cooperation can help.
- **Evaluate** . . . Ask who can solve the problem and how.
- **Demonstrate** . . . Do it through small, successful projects.
- **Escalate** . . . Move up to bigger projects after some experience.
- **Re-create** . . . Form new partnerships to deal with other problems.

For community education to be successful, every person in the community must play a role. Citizens will accept their roles when they

perceive that community education is not a threat but a promise of a better life for themselves and their community.



05

Chapter Six

# DRAWING A RURAL COMMUNITY TOGETHER

## *Get Acquainted With Fort Frye, Ohio*

"Fort Frye" is the name of a school district covering five towns in southeastern Ohio. Community education is the concept its schools and its people are using to meet the needs of this rural Appalachian area.

The long and sprawling district covers 165 square miles. Every child is bused to school, some from as far away as 30 miles. The population of the area is about 9,000. Approximately 2,500 households yield a school enrollment of a little more than 1,500. The enrollment has recently been declining by about 50 a year but is leveling off. Four elementary schools, structured in a nongraded, continuous-progress pattern, feed to central junior and senior high schools in Beverly.

The Fort Frye School District was formed in the 1960s through reorganization and consolidation, which cost some areas their local schools. A measure of resentment remains. There is a feeling that Beverly is "the center of everything," because it has the secondary schools. Some fragmentation exists in other aspects of life as well. The county seat, Marietta, lies outside the school district. Residents who need health or social services must travel to Marietta . . . again, "to someone else's turf" . . . and many do not find the help they need there.

The typical family supporter of this area works a small farm and also holds a job in an industrial plant of one of several major corporations located in Marietta. The people are generally not rich and some say the community is economically conservative. The school district has the lowest tax base in the state. Paradoxically, it also has great per-pupil wealth, generated mainly by the Ohio Power Company plant, located on the Muskingum River near Beverly. As a result, the district has beautiful, modern facilities, temptingly ideal for community education. Beverly Elementary School, for example, has a swimming pool, a lush athletic field, and a well equipped playground. At the same time, voters have strongly resisted increases in their school taxes, as one incursion on their limited incomes over which they have some control.

Many rural areas lack cultural, educational, recreational, and social opportunities. Residents sometimes do not benefit from available services largely because of distance or because the services are not well known. State, county, and university extension services often go unused. No one is responsible for bringing in health services. There are no organizations to provide formal recreational programs.

Fort Frye is no exception. Other than the usual athletic programs, for which the district provides an activity bus, there have been no after-school activities. Children take their long bus rides home at the end of the school day to do farm chores and homework. There has been no recreation department or "Y," although there are civic clubs, 4-H, and scouting. Marietta has a skating rink, but "people don't want to go that far." A technical college and a vocational school are 30 miles away. Even if these institutions could be persuaded to establish satellite courses in Fort Frye, a typing course might cost $40 and the fees might discourage participation.

Community education's potential in this type of district is obvious. "A rural district has people to work with, convince, and serve . . . just as big cities have," says Arthur Langerman, the district superintendent. "It requires communication, reaching people. We needed someone to work on this, a director who would bring the agencies from Marietta to serve the total county."

## Starting Out

When Langerman came to the Fort Frye district in 1973, he saw an area lacking in opportunities but not in resources. He had learned about community education during his doctoral studies at Miami of Ohio. As a superintendent in the U.S. overseas schools, he found international education and community education closely related. "I didn't reach out to find it," he says of his gradual embracing of the community education philosophy. "It grew with me." His orientation toward community education enabled him to look creatively at the potential of his new district. "A superintendent may have an open door but a closed mind," he says. He kept his mind open to the possibilities for improving life in the Fort Frye district.

"Schools should be available to everyone in the community for anything they want, at no cost," Langerman believes. "Some community programs in Fort Frye are made available free. We could make it all free if we could identify all the resources. It would make the community better."

In his first year as Fort Frye's superintendent, he formed a committee of citizens to study the possibilities for community education. He and the

committee chairman visited Flint and Cincinnati to learn about community education processes. They called in experts to explain what community education could do for the district. Fort Frye needed help. In 1974, Langerman went to the Regional Education Service Area (RESA) in Athens, Ohio, which serves 36 school districts in 10 counties. The following year, RESA applied to the U.S. Office of Education for funds to develop community education using Fort Frye as a rural model. The study committee in Fort Frye readily obtained agreement from the board of education to make a philosophical commitment to community education and to provide school facilities for programs.

Langerman also went to Ball State University, where the "Ten-Community Project" provides funds and expertise to help communities develop a comprehensive approach to community education. Ball State gave Fort Frye $500 to study community education in the 1975-76 school year and sent an adviser to help first with community awareness and later with skill training as well. The RESA proposal brought in $25,000 in federal funds, of which $5,000 was granted to Fort Frye. The state department of education designated Fort Frye as a Community Education Program Demonstration Site. By the summer of 1976, Fort Frye had put together enough awareness, interest, and funds to hire a part-time director of community education and put the concept into action.

Janet Chase was the person selected to take over from the superintendent and the community volunteers and coordinate the operation of community education in Fort Frye. Young, enthusiastic, and energetic, she came from a position as recreation director in Marietta and had to learn what community education was all about.

The adviser from Ball State set up sessions to develop knowledge and skills among four groups . . . the policy makers (board members), staff (school and agency personnel), community education staff, and the general community. Two meetings, for example, were held for the agencies in the area. Each drew representatives from 10 to 12 agencies . . . health, welfare, law enforcement, juvenile services, and so on. "I was very heartened by the number who turned out for these meetings," says Chase. "When they came, they could not see what their services had to do with community education, but at the end they could understand."

Chase began with communication. "It just takes time," she says. She went door-to-door in the district to talk to people about community education. She distributed a survey form to assess the community's needs and desires. "I would rather do that person-to-person," she says, "and I could, if Ball State would send me five people."



83

Despite the disappointment at not having RESA's federal funds renewed for the 1977-78 school year, Chase believes the program moved about as fast as the community could absorb it. "You need to sell it to make people realize it has value. They test you. They sometimes don't trust you. The better the quality of our programs, the more they realize community education is not just a gimmick to pass levies. We can bring in Ball State, but the people need someone in the community with whom they can identify."

In the fall of 1976, Fort Frye started its first community education classes, taught by volunteers. Courses ran four to eight weeks, for one or two hours a week. They began wihtout formal registration. Citizens were asked to come to the first class if they were interested. Three people came to the knitting class. Eight showed up for the first volleyball game; at the end of eight weeks that program had 30 participants. The extension service and the 4-H club assisted with a three-weekend class on the care of small animals, which attracted 13, including some youngsters. "We weren't playing a numbers game," says Chase. "We were satisfied."

A parents course on literature taught in the schools was typical of the first enrichment . . . as opposed to purely recreational . . . program. A reading teacher taught the course to five parents. A lecture series in the public library on everything from travel to antiques to Appalachian folk music drew 15 to 20 participants.

Fort Frye's Adult Basic Education (ABE) course became part of the community education program. Feeling the participants wanted recognition, Chase persuaded the superintendent and the high school principal to allow the ABE graduates to participate in the regular high school graduation. Of those six adults, four attended graduation and publicly received their diplomas. As a result of this most visible problem-solving project, Fort Frye has increased its ABE registration.

"It worked!" says Chase of those first efforts. "There were negative attitudes. People said no one would come. We took the position that it can't hurt to try. If it turns three people on, that's three more than we had before." All together, Chase estimates that more than 200 people were involved in planning, teaching, and learning that first year.

## Plans for the Future

The first experiences gave Fort Frye's community education program some directions for the future. The major goal, in Langerman's opinion, is to reduce the fragmentation of the Fort Frye district and draw its people together.

Strengthening the advisory council is first on the agenda. Each community in the district has representatives on the single council. Langerman hopes that if any unit breaks off to form its own council, the new group will continue to relate strongly to the central council. The advisory council includes school board members (at the insistence of Ball State), school staff (an English teacher and the assistant principal of the high school), the mayor and police chief of Beverly, the woman who chaired the first study committee, and two men who work in the industrial plants. In all, the advisory council consisted of a core of 10, but between 8 and 50 people have attended meetings. No agencies are represented; most council members have children in school and have been active in school affairs.

Ball State will help improve the advisory council and make participation more formal. "The council has been good for getting out information and discussing problems," says Chase. "But I haven't used it as much as I should."

Now that the people of the entire Fort Frye area are communicating with one another and discussing their needs, they are getting a better idea of the kinds of activities and services that should be part of their community education program. Chase would like to set up an "office" in each school that would be open once a week. Agencies could use the space to deliver health or social services, and the people could get them at a nearby and familiar facility.

For other community activities, however, she is less anxious to cater to the district's individual units, because she wants Fort Frye to feel "like a total school district." Because recreational activities need only a supervisor, some could be duplicated at each elementary school. But duplicating academic programs is more costly, and volunteer teachers want to hold classes where it is most convenient for them. "In the fall of 1976, we held something at each school, but the ones who attended were mostly from that school area," she says. "By the following spring, we found it more logical to hold most programs in Beverly."

The children have expressed a strong desire for roller skating. Having visited other districts that run such a program, Chase knows the big problem is getting the basketball coaches to agree. She plans an inservice session for the coaches and a trial run to prove that the worst damage will be a few scuff marks on the gym floor. She asks, "What means more—bringing in hundreds of kids, or keeping the courts unmarked?"

The Fort Frye area used to have its own newspaper. The citizens are now talking about reviving it.

Langerman feels his district is moving in the right direction. "Schools in rural areas have always been the chief facilities for clubs and sports, even before community education," he says. "Fort Frye has always been willing to have its schools used. People from other rural districts have come in to use these schools, rather than their own, because our facilities are so good. The big problem is that the people are spread out, but if you give them what they want, they'll come."

He expresses satisfaction at the evidence that community education is fostering cohesion of the district. "There are representatives from each unit and municipality on the advisory council. Some never knew each other before. Now they do, and they are finding out that the others are not so bad."

The assistance of Ball State, he feels, has been critical. "If a university center serves properly, it will send consultants to the district to meet with the superintendent, the board of education, and the agency people. It will help get the support of key people. They must be doers, not talkers. You can appraise, evaluate, study, and test, but you can't just keep talking about it. Ball State selects someone who can work with you, not overwhelm you. They try to match the personality of the consultant with the school district."

Langerman is convinced that there is no single model for a community education program. Both its structure and its offerings must be tailored to the needs of the community. "The important thing is that the people took part in defining community education and assessing needs.

"Community education in Fort Frye could eventually lead to more than recreation. The people could benefit from more cultural opportunities. We haven't done much yet, but I'm proud of what we've done so far."

Chapter Seven

# COOPERATION A KEY

*Find it in Brevard County*

Support for community education has to start at the top. Community education goes nowhere without the support of the policy makers of the school district (superintendent and school board), the policy makers of community schools (principals), and the policy makers of the communities (leaders in government, agencies, and businesses). It can accomplish almost anything with their support. On this theory, Brevard County, Florida, has established a community education program that is accomplishing many things.

Midway along the east coast of Florida, Brevard County includes Merritt Island, Cocoa Beach, Titusville, and a little place called Cape Canaveral. That connection with the space industry marks a special characteristic of the area—cosmopolitan, highly educated people moving in and, with curtailments of the space program, the experience of unemployment that has been as high as 17 percent.

In other respects, Brevard County is similar to the rest of Florida. Its population of 240,000 is expected to continue to grow, with increases in all age groups. Its citizens aged 65 or older number more than 26,000. The school enrollment, K-to-12, is 52,000 and growing. Despite the high levels of education attained by much of its population, Brevard County has 43,000 adults without a high school diploma, 8,700 who have not completed eighth grade, and nearly 700 over age 25 who have never attended school. Its proportion of these groups to the numbers in the entire state, however, is far lower than the proportion of its total population to the total state population.

## Establishing Support

The Brevard County Public Schools started community education in 1972, designating several high schools as community schools and staffing

each with a community education coordinator. The present assistant superintendent for instruction was a principal of a community school, had started an adult education program in his school in 1968, and was instrumental in getting the school board to accept the community education concept.

Cocoa Beach High School, a new multi-facility, campus school, was not a community school. Its principal, Robert Blubaugh, sent his staff to study community education processes in Dade County and spent two years developing Cocoa into a community school without the support of the school system. Community education centers in Dade County have separate directors for adult education and community education, a structure Blubaugh felt was inappropriate for Brevard. Through his efforts, adult education was merged with community education in Brevard County, and each community school coordinator became an assistant principal for adult and community education.

Blubaugh became superintendent of schools in 1976. With the support of the school leadership, community education is on firm footing in Brevard County.

Harry Nyquist, director of adult/community education for Brevard County's schools, does not like the dual name, but he feels it will remain for a while longer because the public recognizes and accepts the term *adult education* more readily. Starting in the school district in 1969 as director of adult education, he became director of the merged program in 1972. He believes in taking things slowly: "Start out to do what you can do. You won't be 100 percent all at once."

Brevard County now has 11 community education centers—seven high schools, two middle schools, and two full-time centers in facilities that no longer contain a regular school program. Elementary schools are used as extensions of the centers, resulting in access to the community education program for virtually everyone. Nyquist believes high schools are best suited to be community education centers because elementary schools do not lend themselves to adult education and because "high schools are, in effect, community schools anyway."

Each center has a full-time coordinator, secretary, and custodian, along with part-time counselors. The program runs all year, six days a week, from 7 a.m. to 10 p.m. Routinely, the coordinator's hours are 2 p.m. to 10 p.m., but there is sufficient flexibility to permit early-morning and Sunday activities, with counselors covering the centers at the odd hours. On the average, more than 10,000 persons in the county participate in the programs each week.

Financial support for community education conceivably can come largely from donations of money and volunteer time. The risk is that there is no consistency and no assured base of funds. The support comes and goes with the individuals on whose generosity it depends. Brevard County has a base of funds, again because support comes from the top—in this case, the state legislature. First, the Community Education Act provides state money for half the salary of the coordinator in each district. Second, state funds are available, on the basis of "student hours," for adult courses that are strictly educational. Third, state laws now permit sharing of facilities among governmental agencies . . . two or more may jointly buy, own, and dispose of property. The last provision eliminates a major hindrance to cooperative activities.

## Brevard County's Centers and Programs

Community education activities in Brevard County are marked by a high degree of cooperation. Perhaps because the support for community education is so readily apparent, agencies, organizations, and civic groups have time and again answered the call to join their resources to meet the community's needs. Of the five recreation districts in the county, for example, two have contracts with the board of education to build such facilities as handball courts, which are used by the schools during the school day and by adults during other hours.

The **Monroe Center,** once a black high school that was closed in 1968 for integration purposes, is an all-day center for community education. Immediately after its closure, it was used for administrative offices, storage, and some adult courses. It was a source of discontent for the community. The school system responded by increasing the adult activities and finally by turning Monroe into a community education center.

"Response to the community is the whole ballgame," says Bob Manning, director of Monroe Center. At first, the Center gave the community a place to meet and a source of awareness programs. Today it provides adult education, black education (black history, culture, and the like), remedial courses, a central location for social services (welfare caseworkers meet clients here; a mobile health van comes in for screening and immunizations), job recruitment and training. When black contractors felt they lacked knowledge of how to compete for bids, the Center arranged workshops by NASA representatives. The black contractors are now competitive, and the result has been economic progress for the community.

When something is needed in the community surrounding Monroe Center, the answer has become "Call Manning." The Center is also blessed with what Nyquist calls a dream advisory council. "Out of 11

centers, some are awful," he says, "but the advisory council really works at Monroe." The council may identify a community need, or Manning may present one, but the council has generally been effective in finding ways to meet the needs.

Monroe Center, for example, has an unusual program of Education for Teen-Age Mothers. Girls come there when they are pregnant, stay for one or two terms, and bring their babies along after they are born. The county medical officer, disturbed by the mortality rate among infants and teen-age mothers, shared his concern with an Episcopal priest, who accompanied him to the school board to seek a solution. At the time, the schools were prohibited from teaching about sex or family planning. Because Monroe Center is not a school, the men approached Nyquist about having the program there. From that point it was, in Nyquist's words, a "dog and pony show"—traversing the county to obtain equipment materials, and staff. The County Commission agreed to provide transportation; the health department offered a nurse and a nursery aide; church women of Cocoa Beach donated cribs; a nutritionist came from the agricultural extension services.

Since 1969, girls aged 12 to 18 have attended the program to avoid losing time and credit while they cannot attend their regular schools. They take a full academic program, taught by certified adult education teachers. The registered nurse who coordinates the program teaches about prenatal and postnatal care, infant care, first aid, nutrition, venereal disease, and family planning. She is available for counseling and evaluation of health problems, as well.

Monroe Center also has a training program for unskilled and unemployed adults. The need was felt by the business and professional people of the community, who wrote a proposal and received a grant under the federal Comprehensive Employment and Training Act (CETA). Classes are held both at Monroe and at Brevard Community College, where many participants eventually enroll for the two-year degree program.

**Satellite Beach** is an entirely different kind of community. The U.S. Air Force and the space program bring to this area a sophisticated and well educated population at the higher socioeconomic levels. But as a community of newcomers, it has many needs now being met by its community education center at the high school. A sign on the desk of the coordinator, Hartzell Jennings, provides the following quotation from John F. Kennedy: "You can tell the character of the country by the way it treats its weakest citizens."

Jennings sees his role as one of eliminating the roadblocks to the kind of community school the community wants. "The key," he says, "comes

from the power base—the top." He has the full support of the principal, and his program is an integral part of the school. After the six periods of the regular school day, "we're the seventh period," he says. His advisory council has representatives of the local organization for retired persons, various local citizens' committees, the major industries, and staff of the regular school and the community education program. It includes the mayor of Satellite Beach, and Jennings, in turn, is a member of the city council. "The man who literally put a man on the moon sits on our advisory council," says Jennings. "We should be able to solve the problems of a community school."

Jennings tries to fight the "wars," such as scheduling conflicts, that erupt between the advisory council and the school administration. If he cannot resolve them, he takes the advisory council through the bureaucracy, believing that direct confrontation with the school board is a last resort. "Often," he says, "the advisory council members know more about how to get things through the power structure than I do."

The community education center at Satellite offers a program far different from that of Monroe Center. It responds to the needs of the citizens of Satellite Beach. There are many language courses . . . including Hebrew, Spanish, Arabic, and Japanese . . . as well as gourmet cooking and citizenship training and English for foreigners. A women's organization provides a course on the problems of divorce. The school's swimming pool was built by the city for use by the school and community groups; summer memberships at $35 for a family and $15 for individuals provide funds for maintenance. The city also built lighted tennis courts for the school and center. Jennings says, "It's possible to get a little here, a little there, a little somewhere else, and put it all together. That's the job of the community education coordinator. Sometimes I can't give an accurate breakdown of sources for a particular item. Ultimately, it's the school that ends up with better facilities."

An example of a program built from multiple sources is a course at Satellite for 30 blind students, aged 16 to 85 (including recently blinded elderly persons), to help them learn to cope with their handicap. The school's facilities for the handicapped . . . which include an audio room and a specially equipped kitchen for the blind . . . are used for the course. The teachers come through the Brevard County Association for the Advancement of the Blind and the Florida Bureau of Blind Services. The director is a young woman who was blinded while she was preparing to become a teacher. Funding comes from a combination of federal, state, and local sources, as well as some money from the Lions Club. And one of the benefits is for the school's regular students, because, in Jennings' words, "It helps kids realize that there are a lot of people who have to learn to cope."

Perhaps one of the most outstanding examples of cooperative action in the Brevard County community education program is the **Florida Wildlife Sanctuary in Melbourne.** It started when environmentalist Carlton Teate discovered that children were wounding and killing birds with bows and arrows. He asked Nyquist if he could give a course in the community education program on the preservation of Florida's wildlife. Today he directs a sanctuary holding every kind of wildlife found in Florida, providing environmental education for the K-to-12 curriculum and adult, career, and vocational education evenings, Saturdays, and throughout the summer. Children follow nature trails with a naturalist guide. All age groups learn about careers in such areas as forestry, marine biology, and animal husbandry. Slide lectures cover topics from the ecology of Florida's wildlife to camping and hunting safety, survival, and first aid to history and travel.

Local ranch owners donated the land. CETA grants pay for both the vocational courses and the manpower needed to maintain the sanctuary. A local women's club provided landscaping and milk formula for baby animals. "A lot of agencies have money if you know how to get it," says Teate. "Many federal agencies have a thousand dollars or so they can give for what they call information and education." He is constructing an extensive exhibit with materials donated by the Forest Service, the National Park Service, and other similar federal agencies. The school system donated portable classrooms no longer needed in areas with declining enrollment. Funds from adult education pay for teachers.

Teate, Jennings, Manning, and other community education personnel in Brevard County will continue to draw a little from here and a little from there to put together programs and activities that meet the needs of their communities. They have behind them support of the leadership in their communities and a solid base of funding from the state to ensure their success.

Chapter Eight

# GETTING UNDERWAY

*When, Where and How?*

Community education, by definition, must respond to the needs of the community in which it exists. For as many different kinds of communities as there are, there are an equal number of "best" times, "best" places, and "best" ways to start community education.

Some procedures, however, are universal. Some things are better to do, and some things are better not to do, no matter what the nature of the community. For some considerations, the nature of the community dictates which among the limited choices is best. And in all cases, serious and conscientious planning and groundwork is necessary to ensure a successful start for community education.

## When Should It Start?

There may never have been, nor may there ever be, a better time to start community education than now. Most of the old rationales for the concept still hold . . . the need for a program that responds to the expressed needs of the community, that involves the community in both the receiving and the providing of services. The newer rationales are even more compelling . . . restoring confidence in education, "constituency building" in the wake of declining enrollment, maximal use of public facilities, more efficient delivery of services.

By now, most school districts have made enough attempts at innovation to know that such programs do not bloom overnight. Starting means just that . . . one step at a time. Community education has been known to start from leadership in any group that ultimately becomes involved . . . citizens of the community, the school board, a principal, the PTA, teachers, community agencies. When the superintendent takes the leadership role, the distinguishing feature is that community education starts at the policy level rather than as an effort to coordinate programs. When activities eventually begin, they will likely be more "program" than "process" for some time. They will, however, have the firm undergirding of policy

behind them that can come only when the district administration has been the catalyst for community education.

When the superintendent is the leader in the community education movement, certain steps should precede the established route to starting the program. Even before the studies and awareness campaigns, the superintendent should assess the capacity of the district for embarking on community education. A superintendent should not gear up expectations about community education before carefully determining the approach. Are the administration and school staffs prepared to handle such complete involvement in schools by the community? In reality, how much reluctance will there be? What needs will the district have for staff development? Between adoption of policy and implementation of a comprehensive program, what additional staff will be needed to fulfill the expanded functions of community education?

The superintendent should be aware that study and preplanning will take at least a year. (If a new facility for joint use is to be constructed, the planning can easily take three to five years.) Establishing one community school takes six to eight months, including building awareness of community education in the community and inservice education of the entire school staff . . . from principal to teachers to school secretary to custodian. The task of building trust among citizens and enlisting cooperation among community agencies takes longer. In all, it takes about three years from the hesitant beginnings to demonstrate the effectiveness of community education.

During this time, the effort will be on producing the most visible results . . . program. Only then does the emphasis generally shift to process. In the beginning, the school is likely to control community education . . . through adult education, keeping the gym open, and so on. As other agencies become involved and control begins to be shared, the script needs to be rewritten. The community needs to concentrate on process, and the players need to know their parts.

## Where Should It Start?

### The Communities

The obvious place in which to start community education is in a community. So far have most people come, though, from living with a sense of community that they have difficulty defining *community*, even in purely geographic terms.

One may think of "community" as a small area of residences served by stores, churches, and possibly its own elementary school. That concept is closely tied to "neighborhood," and the boundaries may be even smaller

than the attendance area of an elementary school. One may also think in terms of a larger community . . . the attendance area of a high school, the entire school district, or even an entire metropolitan area or the combined attendance areas of an intermediate district.

Here is an example of a choice to be made among several possibilities, where the needs of the people will dictate the answer. Jack Minzey recommends the community surrounding an elementary school, because the size lends itself best to the process of community education, the area is served by a centrally located public building, and there is likely to be a degree of homogeneity among the people that will allow them to function effectively as a group. If schools are being closed or consolidated, however, using the closed facility for community activities may enable the smaller area to retain its identity. On the other hand, it may be more important to develop a sense of community in the larger consolidated area. Elementary school boundaries may, in fact, cut the real communities that cover much greater areas. The high school may actually be the central facility of a community, which was the choice made in Brevard County, Florida. Or what may really be needed is cohesion rather than fragmentation of the entire district, whether served by one high school or more. The latter was felt to be the best decision for the Fort Frye Local School District in rural Ohio, which uses one central advisory council for the whole district.

Once *community* has been defined, the next question is the selection of communities for possible pilot projects. If the school district contains different kinds of communities, pilot projects should be started simultaneously in two or three that together represent . . . as closely as possible . . . the total population of the district.

Many people perceive community education as a concept that works best in densely populated urban areas. While it has, indeed, been successful in such communities, establishing a community education pilot program only in a low-income community leads to the impression that community schools are a "give-away" for the poor. Similarly, placing the pilot in a high-income community results in the belief that such programs are just for the rich. Brevard County's Monroe and Satellite Beach communities are examples of two very different areas within a school district that might be chosen for the initial pilots. "Don't become associated with one socioeconomic level," says Robert Norred, coordinator of community schools in Charleston County, South Carolina, where community education started with one urban and two suburban programs.

### The Facilities

Finally, considerations come down to the actual facility that will be used as a center for the community education program. Almost any

school is adaptable to the limited, early program. Usually, it is more important to select the community and make do with whatever facility is available at the start. New structures can be built or old ones modified later, if necessary. But often a suitable facility will be the deciding factor between two otherwise equally potential communities.

A facility that will eventually house programs from other community agencies, as well as those of the school, ought to be large enough so that the various agencies will not bump into one another. It ought to allow physical separation of activities. It should be accessible to public transportation and to the handicapped, the very young, and the older population. It needs space for offices, for classes, for cooking and meal service, for theatre, for athletic activities, for crafts and mechanics, for business machines, for meetings. Is air-conditioning necessary for summer activities? Will the community be able to use at least portions of it both in the day and in the evening? If there is no one facility in the community that will accommodate all these activities, are there others nearby that can be used as extension centers?

Which is better—an elementary school or a high school? There is no best answer for all communities. The elementary school directly serves a single population and is felt to be best for the "process" of community education. But its furnishings are usually designed for young persons. It may not be equipped with gym, pool, kitchen, and vocational-technical facilities as is a high school. It may, however, have more flexible space, especially if it was designed as an open school.

There is also considerable debate as to whether the facility should be an operating school, containing at least some part of the K-to-12 program, or a separate center to be used exclusively for community activities. There is no one right answer to this question. There are advantages and disadvantages on both sides. In an operating school, community education and the regular educational program are properly interrelated, reinforcing each other, visible to one another. But there are practical difficulties regarding daytime use of an operating school by the community. Given the restrictions of Brevard County's policy, the program for teen-age mothers could have been housed only in a separate center. Many districts have found a middle ground by using at least one facility, usually a school that has been closed, as a separate center, in combination with programs at operating schools.

## How Should It Start?

There is no single model for community education. There is no one way to do it. The structure and the financial arrangements will vary from district to district. In some places, laws will restrict or allow certain ways of doing things. In some places, existing resources will dictate directions.

In all places, however, the most important factor in deciding the "hows" should be the needs of the community.

### Structures

Even within a district, there may be a variety of structures. Community education in an inner city, for example, meets different needs from those in the suburbs.

There are three broad alternatives for administrative structure.

- First would be administration at the central district level with specialized directors to run programs at individual sites. Community education often begins this way, before there is total districtwide commitment and while programs exist only at scattered pilots.
- Second is overall administration by the superintendent, with one assistant superintendent coordinating the K-to-12 program and another in charge of community education. Here the two programs tend to compete, and the regular program generally wins.
- Third is total commitment to community education, with the superintendent as head of the learning program for the total community. Only a very few districts have yet been willing to go this far.

The modifications in structure are almost infinite. In Flint, Michigan, the superintendent is the central coordinator of community education. Each school has an advisory council, while the superintendent chairs a committee of leaders of the major agencies, and each neighborhood has a "mini-city hall" from which two elementary school attendance areas are served by a city worker to fill the void between city and neighborhoods. In Fort Frye, Ohio, the program is administered through the superintendent with a central coordinator and a single advisory council. Jefferson County, Alabama, subscribes to the total concept, also administered by a central coordinator working under the superintendent. The district is divided into zones, each consisting of a high school and its feeder schools. Brevard County, Florida, operates centers at selected high schools, with some elementary school extensions. St. Louis Park, Minnesota, uses the "parent school" concept, under which the coordinator at one school also places programs in other schools nearby, and the advisory council represents the entire area.

There are also differences in the focus of community schools. Some see the community as a resource for enriching the school program, with the major emphasis on community experiences in relation to the K-12 curriculum, both academic and vocational. Others aim primarily to offer the community the fullest use of the school's physical facilities. Still others seek to improve community life through coordination with community agencies. Eventually, a comprehensive community education program encompasses all these goals.

## Finances

There are also many variations of financial arrangements for community education. In its early stages of concentration on program, courses and activities are the focus. Volunteers may conduct them, fees from participants may cover administrative costs, and the school board may meet the relatively small maintenance costs.

Generally, the more complex the program becomes, the more sources of funding become available. Planning grants may be obtained from the federal government or from local foundations. The Community Schools Act, part of the Special Projects Act of 1974, provides for awards to local districts, on a matching basis, to plan, establish, improve, and maintain community education programs. Administered by the U.S. Office of Education, it has had annual appropriations of only $3.5 million in its first years. The federal funds are intended to be used primarily for administration, personnel, training, and developmental assistance. As amended in 1978 the Act now provides also for federal grants to states, based on population, which are in turn awarded to local districts. However, no funds were appropriated initially for the state-administered component.

There are, however, numerous other federal sources of funds. In 1977, the Mott Foundation supported the publication of a book called *Community Education Funding Guide* for the Pennsylvania Department of Education. It lists nearly 60 federal programs that could provide funds for various aspects of a community education program, along with foundations in Pennsylvania and throughout the country that also make available funds for such programs.

Many states provide funds for community education. Florida, for example, pays for part of the personnel costs. Minnesota allows local districts to tax one dollar per capita over the school tax, which the state matches by half, for community education. Because of this financial commitment, 267 districts in Minnesota are operating community education programs. In addition, there are both federal and state reimbursements available to most districts for various types of adult education courses.

Most experts agree, however, that local sources of funds should be relied on most heavily, in order for the program to be perceived as truly *community* education. Here is where ingenuity takes over and produces the greatest number of variations on the theme. The city, for example, might build an athletic facility on school grounds and provide maintenance in return for the land. The school uses the facility during the day; the community has it at night, on weekends, and in the summer. Some-

times the recreation department and the school district purchase land jointly, on which they build both a school and a park.

The community education program in Minneapolis has 22 contracts with the Performing Arts Institute and the Guthrie Theatre, through which children are taught by the staffs of these institutions. Montgomery County, Maryland, started community education in 1969, after state funds were made available for community education centers. Eight years later, a budget crunch forced the County to seek interagency cooperation in order to keep the program going.

"Nothing is free. *Someone* is paying," says Hollis Hyde of Jefferson County, Alabama. Nevertheless, programs provided on a volunteer basis . . . tutoring, backyard playgrounds, vocational training, music groups, athletic and recreational programs . . . can greatly expand the offerings of a community education program at little additional cost to the community.

A full-scale, comprehensive program adds to the school district's costs by an average of 6 to 8 percent. Larger districts, especially, can often "find" this money by shifting items in their budget, increasing efficiency, and eliminating irrelevant courses now in the regular curriculum. On the average, school budget money pays for 25 to 80 percent of the costs of community education. Other agencies contribute 25 to 50 percent, state funds 25 to 40 percent, federal funds 25 to 40 percent, fees and tuitions 15 to 25 percent, with the remainder coming from contributions and special fund raising. More than half the money goes for the salaries of the district coordinator and the site directors. About 20 percent more is spent on teaching, clerical, and custodial staff. The rest covers program development, equipment, supplies, and maintenance.

## Procedures

Although the variations in structure and funding are numerous, there is a generally accepted route to establishing a community education program. In the November 1977 *Phi Delta Kappan*, Tony Carillo and Israel Heaton set forth 14 steps, some of which may be combined, but all of which are necessary and have been successful in providing a firm basis for community education:

1. **Request information from a community education center, the state educational agency, and/or the Community Education Clearinghouse.** At the very beginning, seek professional assistance. Find out all you can about the community education concept. A network of centers for community education development, many supported by the Mott Foundation, exists throughout the country mostly at universities and state education departments. They provide free con-

sultant services to local school districts wishing to implement community education, train interested persons at many levels, disseminate information, and conduct workshops and seminars. Most state departments of education also have resource persons for community education. A current list of regional centers and state resource persons is available from the Charles Stewart Mott Foundation, Mott Foundation Building, Flint, Michigan 48502.

The Federal Community Education Clearinghouse was created in 1977 as a result of the Community School Act. It provides information about the activities, projects, and results of the federal program; people and programs operating in specific geographic areas; meetings, training programs, and other events related to general and specific aspects of community education; and printed and audiovisual materials on the subject. The Clearinghouse distributes a quarterly calendar, free on request, and compiles project directories, catalogs of resource material, and a user registry. Queries may be made by telephone or mail to Federal Community Education Clearinghouse, Informatics Inc., 6000 Executive Boulevard, Rockville, Maryland 20852; toll free (800) 638-6698, in Maryland (301) 770-3000.

There are two other first-step sources of information, the National Community Education Association, 1030 15th Street, N.W., Suite 536, Washington, D.C. 20005, phone (202) 466-3530, and the National Center for Community Education, 1017 Avon Street, Flint, Michigan 48503, phone (313) 238-0463.

2. **Meeting of a cross-section of interested school district personnel, community representatives, and community agency representatives to consider the application of community education to community life.** From this group may come the steering committee that will do the initial study of the feasibility of community education. A school board member and representatives from the recreation department and other key agencies not only give evidence of essential support but also are equipped to delve into community problems, means of financing, methods of communication, community resources, interagency relationships. The first meeting may best be run by a resource person from a regional center. As the steering committee continues to function, it should seek tentative agreements, identify potential sites for pilots, consider the role and composition of the advisory council, and look into the legal, technical, and mechanical problems of keeping the schools open.

3. **Meeting with appropriate school district central administration personnel and school principals.** Again, a center staff member may

The following factors were identified as related to the successful development of community education by directors of centers for community education and by school systems implementing community education:

- Understanding and support of the concept by school administrators, including the superintendent.
- A resolution by the board of education indicating commitment to community education.
- Exposure to the concept of a significant segment of the community, including the power structure.
- Commitment of funds from the school district's regular budget.
- Employment of one or more trained community educators by the school district.
- An identifiable structure assuring representative participation in the operation of the community education program.
- Support by the school faculty.
- Encouragement by the school system of cooperation with other agencies, including use of school buildings.
- Participation in training programs and workshops by those involved in the community education program.
- Establishment of a means of assessment and evaluation.

From *People Helping People: An Overview of Community Education* by Larry E. Decker; Pendell Publishing Company, 1975.

make the initial presentation. This is the time to allow the doubts, apprehensions, and negative attitudes to come to the surface and be fully discussed. Principals may orient other principals, but no principal who does not accept the challenge willingly should have his or her school considered as a possible pilot. During this stage of the process, many of the skeptics among district personnel turn into advocates.

4. **Meeting with the board of education.** As the steering committee begins its study, the board should have an opportunity to understand the community education concept and to be informed of the aims and activities of the committee. At this point, say Carillo and Heaton, the board generally directs the central administrative staff to make its own exploration of the concept and its feasibility for the district.

5. **Representatives of the steering committee and the school system visit existing community education programs.** While there is endless printed and audiovisual material available to explain the concept of community education, much of it is theoretical and philosophical and rings a bit "too good to be true." Visits to community education districts and community schools bring the practical aspects into perspective and enable the steering committee to make choices and decisions about the operation of the concept in their own communities.

6. **Meetings with the entire staffs of schools where principals have indicated an eagerness to provide leadership in establishing pilot community schools.** As in Step 3, there must be an opportunity both to explain the concept and to air the negative reactions. The results of these meetings should provide information that will help the steering committee determine which schools will be used for the initial pilots.

A community education steering committee should—

- know the philosophy of community education.
- identify community leaders.
- identify human and physical resources.
- conduct a needs assessment.
- know the community—its history, income, education, minority groups, businesses and occupations, cultural background, resources, and values and attitudes.
- assess funding sources.
- collaborate with agencies, businesses, and churches.
- develop and achieve goals for implementation.

7. **Meetings with community residents and community agency personnel in potential areas for pilot community schools.** At this stage, it is important to involve as much of the community as possible in making decisions about establishing a community school. Steering committee members can help start the campaign for full community awareness and participation.

8. **Formal adoption of the community education concept by the school board and/or supportive agencies and selection of pilot community schools.** Carefully prepared homework is essential. Present a full proposal, drawing on the work of both the central administration and the steering committee. Include budgets, funding sources, and suggested facilities, as well as program plans and staffing needs. Be

prepared to answer questions and calm fears. By this stage, there may be some scattered programs in operation and some tentative interagency agreements. The board resolution means both a financial and a spiritual commitment to the concept and replaces agreements based on personalities with agreements based on policy.

9. **Selection of community education director(s) for the pilot school(s).** School personnel, community members, and representatives of community agencies should all be involved in the selection process. They will run the program, while the person they select will be a facilitator, a negotiator who brings people together, a communicator, and an administrator.

10. **Training a community education director(s).** If the person or persons selected have not had specific training in community education, they should attend at least one of the many training workshops available throughout the country.

11. **Begin the pilot program(s).** Start simply. Under the leadership of the director, survey the community's wants and needs as well as its facilities and financial and human resources. Begin with activities the community requests that can easily be adapted to available resources. Work on manageable problems that have a high potential for success. Introduce programs, activities, and services that emphasize the importance of lifelong learning and that demonstrate the integral nature of community education to the life of the community.

12. **Establishment of community advisory council.** The broadest possible representation, reflecting the community in all its aspects, most closely coincides with the community education concept. Members should be enthusiastic about community education, willing to give their time and talents, and be able to work with others. At first, the community education director assumes the leadership and works to train council members in their roles. Gradually, the director becomes a consultant and technical adviser, sometimes acting as spokesman for the council in discussions with school personnel, school board members, and other agencies.

13. **Detailed assessment of community wants and needs.** The director and the advisory council will work together on this major responsibility. They will have to decide how best to open communication with all segments of the community. Formal questionnaires have only limited value; informal, face-to-face conversations often produce the best picture of people's real problems and desires. Questionnaires work best if they are developed by the community's representatives, circulated in a climate of trust and cooperation,

formulated to lead to specific answers, and short. Because an initial assessment was made in Step 11, the comprehensive survey might well be delayed until the second year, after part of the community has had a chance to sample the first offerings of community education.

14. **Plan for pre-evaluation, continual evaluation, and post-evaluation.** Proponents of community education hope the experiences of the pilot schools are sufficient to convince the school board, the community, and other agencies of the value of expanding the program throughout the district. There ought to be some hard data to prove the point. Carillo and Heaton suggest that before starting the pilot, a study of community conditions might include the level of adult literacy, juvenile delinquency and truancy, school vandalism, school bond and tax support, involvement of related agencies, unemployment, welfare, and drug abuse, as well as community attitudes toward the school and patterns of school use. These concerns would then be assessed during and after each year of the community school's operation.

A study by the U.S. Department of Health, Education, and Welfare of community education evaluation showed that as of 1975 most such activities relied heavily on informal methods. State educational agencies, institutions of higher education, and regional centers were doing less evaluating than local school districts, which used a variety of approaches for evaluating satisfaction of participants, personnel performance, program performance, and program results. Some districts were using only observation, conversation, and review of records, while others were bringing in outside experts to plan and implement formal evaluations.

If a school district is going to do something that is likely to change the quality of life in a community, it ought to know what it is doing and how well it is doing it. How well it "does" community education depends greatly on how carefully the "whens, wheres, and hows" of starting are considered.

Chapter Nine

# STARTING OUT RIGHT

## *Charleston Did It!*

Charleston County, South Carolina, is pure Southern charm. The breeze of the old wafts over the Atlantic from Fort Sumter; the breeze of the new cosmopolitanism carries through the air during the Spoleto Festival in late spring.

The population is about 275,000, the school enrollment 54,000. Like most areas in the Deep South, it is sorely lacking in recreational facilities, especially indoors. One of the strongest motivations for community education was the idea that sharing with the recreation departments could provide needed facilities all around . . . schools using the parks as playgrounds and adults using the indoor facilities found only at schools.

Eight separate school districts were consolidated as the Charleston County Public Schools in 1968. Public education then became the only consolidated service in the county. Everything else is fragmented into several recreation departments, small municipalities with few governmental services beyond a police and fire department, and scattered agencies serving different combinations of geographic areas.

### Following the Steps

Charleston County followed almost to the letter the recommended steps toward establishing community education. The initial impetus came most strongly from the PTA. Both the local and state PTA leadership happened to live in the city of Charleston. They sought information from the U.S. Office of Education and from the Southeastern Regional Center for Community Education at Florida Atlantic University in Boca Raton. They also held numerous meetings with the leadership of the county to start the process of awareness about community education.

A steering committee was formed of school personnel and influential people in the community. V. M. Kerensky came from the regional center

to talk with Charleston County's assistant superintendent for instruction and to show the Mott Foundation film, *To Touch a Child*.

The steering committee made visits to community schools in other districts. Robert Norred, then coordinator of athletics and physical education, went to Flint with two members of the school board. "We got the bug," he says. They started showing the film throughout Charleston County. Norred is now also coordinator of community schools for the district.

When Alton C. Crews was hired as superintendent, the board members wanted to know how he felt about community education. His first public statement upon coming officially to Charleston County dealt with community schools.

When it came time to get board commitment, Crews presented a plan. For each community school that would be established, the school district would pay 40 percent of the community education director's salary and the community program would pay 60 percent. The directors would divide their time in those proportions—40 percent on school business, 60 percent on the community program. The plan appealed to the board because the community (primarily the recreation departments) would pay for the after-school hours. The recreation departments were sold on the idea because they needed the indoor facilities for activities for adults. "We bought the allegiance of principals," says Norred, "by giving them two fifths of an assistant principal."

The board made its commitment by adopting a formal resolution in the fall of 1973, after scattered programs had been in operation for about a year. With the board on record, the community could see that community education was in business in Charleston County.

Three schools were selected to start the program . . . Burke High School in the inner city of Charleston and Garrett and Wando High Schools in the suburbs. Norred, along with a representative of the recreation department and the school principal, selected the director for each school, and the directors were sent to Flint for a two-week training session. Norred says the decision was made to use high schools because they have better facilities, few elementary schools in the district have the gyms needed by the recreation departments, adult education was already operating in the high schools, furniture in the elementary schools would not accommodate adults, and teacher possessiveness about classrooms is stronger in elementary schools.

Adult education was, in fact, one of the greatest assets in the community education program. Almost all the adult programs in Charleston

County receive state and federal funds. By opening the community schools as adult education centers, participation increased. Enrollment is now about 6,000, and the adult education staff is a strong supporter of the program.

In the fall of 1974, three more schools were added to the program. In 1976, yet another school joined. In the third year of operation, with seven schools, 31,443 persons participated in the program for a total of 447,967 hours. Of these participants, 47 percent were teen-agers, 35 percent were 20 to 40 years of age, and 18 percent were over 40. More than 60 outside agencies were involved in the program, including the South Carolina Department of Conservation and Wildlife, the Sea Island Comprehensive Health Care Corporation, South Carolina State College, Gibbes Art Gallery, the North Charleston Police Department, the East Cooper Girl Scouts, and the Citizens Against Highway 703.

## A Superintendent's View

"The superintendent is the key to making it go," says Norred. When Alton Crews came to Charleston County, he was already committed to community education and to the concept that community education should be school-based.

Remembering the experience, Crews says, "we owned the facilities." No other agency in the community has such facilities in the proper place . . . at the heart of each community. Furthermore, school facilities are designed to serve four major components of community education . . . recreational, educational, avocational, and vocational activities. "Then why do school buildings sit idle all that time?" he asks and says he finds no justification for the investment in relation to the use of the typical school plant.

Crews believes that using the buildings for the community is logical not only from the community's viewpoint but also from the schools'. "It's good public relations, and it gains support for the schools," he says.

"Finally," he says, "I have my personal convictions about the proliferation of service agencies since World War II. They have no coordination. Each guards its own turf. I don't believe the public will support that concept any longer. It is demanding changes." In this regard, Crews feels community education can be a sincere effort to satisfy human needs. "There are few things we have done in this community that have gotten more public support."

Crews thinks that superintendents who oppose community education may feel that the schools are already doing too many things for too many people and that community education is just one more thing to dilute the

main purpose of the schools. Many simply do not want the role of leadership in community education. They know they will have to deal with critics who ask why the schools are taking this on when there is not enough money to educate the children. "You'll get it from the anti-tax group and from others who keep insisting that you teach basics and not frills."

Then he says, there are superintendents who are opposed to "letting the school buildings get battered." They side with the teachers who become overly possessive about their classrooms. The discontent must be outweighed by the overall advantages. "The public has an investment in those buildings," he says, "so you have to have an organized method to protect the investment and deal with the fear of abuse." Crews has found a decrease in school vandalism since the buildings have been open for public use at night.

Especially in the South, Crews says, opposition from superintendents reflects a paternalistic attitude. "Informal decision making dominates Southern politics. It's a hangover from tightfisted, close-to-the-vest administration. The power structure is supposed to make the decisions."

Approval from the board of education is crucial, according to Crews. "Get the board sold. They represent the people. You can't do it without them." He says the superintendent needs to understand the concerns of board members in order to enlist their support. His own concerns centered on public support, but he knew that at least one board member was concerned about the duplication of services by community agencies. "I acknowledged board members' concerns and used a hard sell to point out the advantages of cooperative efforts in community education."

Today Charleston County's community education program is proof that the concept can be implemented at little additional cost to the school district and at the same time can reduce duplication of services while providing the community with services it never enjoyed before. Crews says it is still a relatively small program, but adults now have the use of the schools' recreational facilities, and the sharing of funding and resources is the program's outstanding feature. "We have done it with what we have," he says.

## Meeting Community Needs

**Burke High School** was once one of Charleston's prestigious black schools. Today Alfred (Buck) Lesesne, its community education director, describes it as a typical inner-city school serving "street kids." Since it became a community school in 1973, it has turned into a focal point for the community.

Lesesne (pronounced "Lesane") says he gets a great deal of cooperation from agencies in the city. "The money is just not there without it. All inner-city schools must work this way. You have to look for state, federal, and private industry money. If people see you're doing something, they'll help."

Burke is doing something. It uses the city's gym and the city's stadium. The recreation department provides instructors to teach the children of the community how to swim. The county health department provides the teacher for a course for pregnant women. Wednesday nights the school offers supervised basketball for youngsters. The Charleston Urban Ministries of the Charleston District United Methodist Church sponsors the nonsectarian "Camp Exposure," through which city children go to the country, rural children come to the city to use the pool and courts, and Burke is the assembling point from which the buses leave and return. A summer day camp at Burke runs from 8:30 to 3:30 weekdays and serves about 350 children aged 7 to 14. Cooperating with Burke on the day camp are the United Way, the city housing authority, a community college, the Gibbes Art Gallery . . . which provides arts and crafts activities, and the Mayor's Development Fund . . . which provides $3,000 to help pay the counselors. The health department finds that more inner-city people will go to Burke for immunizations than to the department offices. The exam for postal workers used to be given in the conference rooms of suburban banks. Now as many as 350 inner-city residents can take it each time it is given in Burke's air-conditioned cafeteria. The community school also administers the school's work-study program for students.

Lesesne says the community program must charge for adult leisure courses, because state and federal money does not cover them. Most are too expensive for inner-city residents. But he points out that several courses that are considered leisure courses in the suburbs, such as electronics or sewing, are highly valued by people in the inner city as a means to add to the family income.

After four years of operating the program, Lesesne sees as a major indication of its responsiveness to community needs the change in attitude of parents and students toward the school. "There used to be vandalism, disrespect for school property, disrespect for teachers and for any authority." He sees much less of that now.

David Staton directs community education at **Wando High School** in Mount Pleasant. He describes it as an upper middle-class "bedroom community" for Charleston. Where Burke High School is only a small part of the area covered by Charleston's recreation department, Wando serves an area covered by three recreation departments (Mount Pleasant and two sea islands), all of which contribute to Staton's salary.

The program at Wando centers on hobbies and recreation. The noncredit leisure courses include classes in picture framing, yoga, and exercise. Services provided by the county health department and Clemson University's extension service are less extensive, Staton says. But 89 basketball teams play in the school's gym. There are fees for hobby and recreational activities, which seem to be an incentive for more people to participate. The average course costs between $5 and $10.

The school board allows the community education directors to negotiate how their 40 percent school time will be spent. Staton wanted to run an intramural athletic program, but his principal did not consider that necessary for the school. Staton is firm, however, in his belief that the community education director should not work on disciplinary matters. "You can't be the bad guy during the day and a good guy after school," he says. One of his duties is attendance, though, and he does work with truant officers.

Staton gets great satisfaction from the fact that many 18 to 20-year-olds who attended Wando are now active participants in the community program there. He says, "Often kids who were trouble makers in the day school are terrific in the adult school."

## An Assessment

Norred is generally pleased with the progress of community education in Charleston County. He feels one main reason for its success is the arrangement for the school directors. Each is answerable first to the school principal, at the salary and authority level of an assistant principal. Community requests for use of the schools now go to the community education directors instead of to the assistant superintendent, which frees the administration from these duties.

The program at any school is determined through periodic surveys of the community. If there is interest in an activity, the community education director finds someone to conduct it and a means of covering the cost, then gets back to those who expressed interest to get them to participate. The director also actively seeks community groups, such as scouts and other clubs, to let them know they may use school facilities, which increases both participation and support for the community education program.

Each director gets a budget from the school district of about $1,000 per year. Beyond that, the program must be self-supporting and finish the year in the black. Thus, there is extensive sharing, not so much of money as of services. The district provides the facilities, utilities, and maintenance for activities of the recreation departments. Schools operate some

of the extension programs for nearby colleges and train police, fire, and rescue personnel. The district runs the defensive driving course for traffic offenders. "We all share people, funds, and services in meeting the needs of the county," says Norred.

He feels the major problem is that community education in Charleston County is oriented more to program than to process. It is difficult to get 25 people together on an advisory council, each with different concerns, and keep their interest for a year. Burke High School's council, for example, consists of three teachers, two students, seven parents of students at the school, five parents of former students, one member of the ministerial association, a representative from the parks and playgrounds department, and a representative of the recreation department. It holds six meetings a year. Norred says it does not function very effectively. Possibly, he says, an elementary school community would be better at the process than a high school community. "Out of seven advisory councils, only one works the way Flint says it will."

He also feels that the more affluent communities already know and use the political process and do not need community education to solve their problems. The Citizens Against Highway 703, however, found it helpful to have Wando High School available as a place for meetings and forums when they fought the building of a new road through their community.

"The more program you have, the more time you spend on your successful program," says Norred. Improving the process is now his major task. While he hopes that eventually community education in Charleston County will work "as Flint says it will," he believes the level of participation and the improvement of community life resulting from a well coordinated program are already worth the effort.

Chapter Ten

# COMMITMENT NEEDED

*Find It In Minnesota*

Minnesota passed its community education legislation in 1972, allowing school districts with community education advisory councils to increase their taxes by $1 per resident, providing for a state match of half the amount raised, and setting up a governor's advisory council on community education. That state commitment started things rolling. Community education is now widespread in Minnesota. The commitment is uniform, but the structures and financial arrangements—correctly—are not. They vary from district to district, reflecting the needs, resources, and concerns of each community.

## Roseville Area Schools

Independent School District 623, the Roseville Area Schools, is suburban to the Twin Cities on the St. Paul side. It consists of seven communities. Because about 80 percent of the 51,000 residents live in Roseville, the smaller towns feel a need to maintain their own identity.

The district has about 18,000 households, of which only 5,700 have children in the K-to-12 program. Declining enrollment (11,000 in 1977-78), closed schools, and the advancing age of this relatively affluent suburban area were having an effect on support for the schools.

Community education began around 1970, primarily as a program of adult education. As in Charleston County, the impetus came from the PTA. Members of PTA advisory committees on community education worked with the coordinator of adult education to expand the program. Eventually, the name was changed to "Extended Services" as recreational activities, senior citizens' programs, and a summer school were added.

With the combined thrust from both community people and the state legislation, the program began to take shape as community education. At first, each high school principal administered Extended Services as part of

his or her assignment. The additional local levy and the state match enabled the district to hire James Klassen as a full-time director of community education. At the time, there was only a districtwide advisory council, and the "community" was the entire school district.

Roseville chose junior high schools as community education centers and selected Fairview as its pilot for a full-fledged community education program. One of its feeder elementary schools, Lauderdale, had recently been closed, resulting in a strong reaction from the community. Starting a center that served that community helped the school district replace a relationship with Lauderdale residents that had been set back when the school was closed.

After three years, there were centers at three junior high schools. These centers serve as coordinating points for activities that go on all over and serve the entire district. Klassen's formal title is "administrator of community school services." He says *services* is a far broader term and more descriptive of what actually goes on than the term *education*.

Klassen had to work with seven mayors and seven recreation departments. Roseville's recreation department was by far the most comprehensive, and its director at first saw community education as a threat. "He thought he could serve only Roseville," says Klassen, but coordination among the seven municipalities brought full services to all the residents of the district. They started with programs for senior citizens, who comprise nearly 20 percent of the district's population. The schools provide such social services as nutrition, health, and transportation, while the recreation departments provide recreational activities. "The departments could see that the sharing situation works," says Klassen.

Funds derived through state legislation provide mainly for staff. County and state funds contribute, and most of the balance comes from participants' fees and special grants from outside agencies. Local service clubs provide some resources. Industrial athletic leagues, for example, have provided ball fields and table tennis equipment for both school and league use. Amateur Athletic Union gymnasts use the schools for practice, furnishing equipment the children use during the day. The county government underwrites part of the senior citizens' program for four school districts out of its social service funds, while local churches contribute to the cost of home-delivered meals. "The service clubs," says Klassen, "can give time, talent, or tithes. We want all three. We get the first two easily, and eventually we get the last."

Patti Stuhlman, director of the Fairview center, says her programs include general adult education—the largest component, along with three community college courses, extension classes for the University of Minnesota, a teen center, a preschool and parent education program, and

senior citizens' meals, transportation, income tax preparation, and health clinics.

The district has one full-time center at a school closed because of declining enrollment. It houses daytime activities for the entire area, the Recovery Program (high school completion for former dropouts), early childhood and senior citizen activities, and a program for retarded adults.

For Lloyd Nielsen, Roseville's superintendent, the K-12 program has always had first priority. In any decisions on resource allocation for the district, he felt he could do nothing until the regular school program was sound. But he had long held a firm belief in the value and necessity of lifelong learning, and the opportunity to provide it in the district came with the state legislation backing community education. Now, he says, he has been rethinking the relationship between community education and the superintendent and school board. "The use of resources in community education and the K-12 program creates an underlying constructive tension," he says. "But they are not competition for the same money, and we try to keep getting that message across to the community."

He sees four major benefits accruing to the school system from community education. "It has gotten services to people who weren't getting them—senior citizens, for example. Their lives are enriched, and they now perform services for the community." Second, the school district moved programs it could not afford to maintain . . . driver education and some recreational programs . . . to the community program, which enabled it to maintain them on a sustaining basis. Third, he finds that more people have an interest in what happens in the schools, that young adults and older people without young children feel they have a stake in the schools. Finally, it has strengthened the relation between the school district and the seven municipalities it serves.

Nielsen says that a district superintendent can block community education "simply by being turned off. The superintendent must personally be convinced of the value of providing opportunities for constant growth for all citizens of the district." He names leadership as the superintendent's primary role. The superintendent must provide leadership for the school board and of the public, by explaining to them the basic values of community education. It is also the superintendent's role to work with the state to get supportive legislation for the program. And he says that a crucial role is to organize the district's structure and select the leadership for community education. "The program should be integrated into the total school enterprise. It should not be a separate institution for which the staff and school board feel no responsibility."

To Klassen, the greatest accomplishment has been achieving coordination and acceptance. It takes time and patience for the agencies to recog-

mize the mutual benefit that comes from cooperation. The role of the schools, he feels, is to be a catalyst . . . to see the problems, bring people together, identify possible solutions, but not to do everything. When cooperation is established, the schools can often step aside. Roseville's North Suburban Senior Citizens Council has incorporated and now runs the senior citizens program. "We helped them get going," says Klassen, "but now it's their program."

At present, however, the cooperation is based largely on verbal agreements between Klassen's office and the agencies. Klassen would like to see a more solid arrangement. "The agreements have to go beyond personality and become formalized and publicized to the various governing bodies . . . the school board, the city councils, the county commissioners. That kind of thing protects both sides."

Citizen acceptance and understanding of the concept of community education is evidenced in the functioning of the advisory councils. There is a council for each center and one for the entire district. "People will come at the neighborhood level," says Klassen, "if they are involved in planning. The process is more important than the numbers of participants." This, too, has taken considerable effort. Klassen says the school board should adopt guidelines after carefully thinking through the role of the advisory councils. On the one hand, their enthusiasm must be maintained even if the board rejects their ideas. On the other hand, they should not overwhelm the board. The schools have to be willing to give up some power. "Most school administrators," says Klassen, "do not know how to deal with democracy in action. Lack of money for community education is a weak excuse. The part that really scares superintendents is bringing the community into the decision-making process of school management. The real payoff comes, though, when you can say that the quality of life in that community is better today than yesterday, and they did it themselves."

## The Adjacent Districts

St. Louis Park is a district serving only one municipality with only one recreation department. It has been able to formalize its interagency agreements for community education, in part because it had fewer agencies to bring together than did Roseville.

This fairly typical first-ring suburb has a population of 50,000 and a school enrollment of a little more than 7,000. It was once almost totally upper middle-class white, although there has been some influx of people from lower socioeconomic levels. The community, however, has little room for growth.

Community education started in St. Louis Park in 1971, after a group of interested residents visited Flint and the city and school district formed a partnership. Blessed with an innovative city manager, the city provided start-up funds for community education and now contributes money while the school district matches in kind with its facilities. Along with federal, state, and county funds, additional support comes from local agencies and service clubs. "It was," says James Cramer, director of community education, "a joint effort between the city and the schools to use their resources better for the whole community."

Cramer feels community education and St. Louis Park were made for each other. "It was fairly easy to sell this community on it," he says. "There was no resistance to funding it out of the general fund before the state legislation passed. Acceptance by the city was good, by teachers moderate to good, and by principals good to excellent. The community is responsive, with a high level of volunteer participation. The community's expectations for community education were very high. They may not all have been reached, but we have been very successful."

Cramer sits on the executive committee of the school district. He feels the place of community education in the district is important for its credibility. He also feels that this position enables him to know the problems of the K-12 program and to be sensitive to them.

A long-range planning committee for community education, consisting of 109 members with diverse backgrounds, was established in November 1976. It completed a five-year plan in 1977, and it intends to maintain the planning process.

Programs are carried on at all sites in the district, including eight elementary schools and three secondary schools. There are eight full-time site coordinators and two specialists, one for senior citizens' activities and one for preschool programs. The coordinator at the one senior high school is the assistant director of community education for the district. Each coordinator has a specialty area. The programs at the various centers do not overlap, because the community is small enough for every school to be easily accessible to everyone.

Brookside Center is housed in a school closed because of declining enrollment. Although it is at the southern edge of St. Louis Park, the 58-year-old building was turned over to community use because the community really wanted it, while the community surrounding Lenox school, in the middle of town, was less enthusiastic. So Lenox stands empty, costing the district about $12,000 a year, and Brookside has a full community program and costs about $22,000 a year. The city is developing a nearby park for Brookside's use. The center has made space avail-

able for such agencies as Adult Basic Education, Red Cross Senior Transportation Services, Senior Outreach Specialist, Suburban Community Services, and the West Hennepin Human Services Planning Board. They are there at the request of Brookside's advisory council, and now agencies that never knew the others existed cooperate in providing services instead of overlapping and trying to meet needs entirely from their own resources.

Cramer sees as the major benefit of community education the access to the schools of a variety of age groups. Citizens without school-aged children in a highly taxed area need to have a stake in the school system. The diverse programs for senior citizens, for example, create a relationship between the school district and the older population that makes senior citizens feel a responsibility for the quality of the schools and broadens the political base of the school system. Community education is also a way of making better use of facilities financed by the community. It has become a means for solving community problems. And it has been ar effective vehicle for cooperation between the school district and the city government.

Cramer says, "Deal with potential problems right away . . . before they become problems. Don't allow community education to become a drain on the regular program or to create friction between the regular staff and the community education staff. Our principals are committed to the programs in their buildings, and they look on community education as a resource for both students and parents."

**North St. Paul-Maplewood** expanded its adult education program into community education in 1974, after passage of the state legislation. Its population is 50,000, its school enrollment 11,500. The district encompasses seven cities, with three distinct communities. Maplewood is a new and growing area of white-collar and professional persons. North St. Paul is an older, more established blue-collar community. Oakdale residents are young office and trade workers who will add 2,500 students to the enrollment.

In 1974, community education had a budget of $20,000 from the general fund of the school district. The general fund no longer supports it, but it is still part of the school system. By 1977, it was operating on its own budget of $400,000. The levy brings in $52,000, and the state matches with $24,000. Net receipts from participants' fees amount to $35,000, plus $25,000 from the swimming pools. When the community education program took over the pools from the school district, they were costing the district $24,000 a year. Now, according to Donald Kramlinger, assistant director of community education, the pools make about $2,000 a year. Community education similarly took over the summer school, which cost

the district $30,000 a year. It now runs on a budget of $150,000, is self-supporting with the help of state aid, has increased its enrollment from 600 to 3,000 in two years, and provides both a remedial and an enrichment program. The community education program also gets both federal and state funds for many of its adult courses. The program pays $2,000 a year to the district for its use of buildings and $200 to each school to defray the costs of breakage and general wear and tear.

North St. Paul-Maplewood, too, uses one former school closed because of declining enrollment, Gladstone Center, as an all-day community education center. This decision, again, recultivated the relationship between the district and a community that strongly opposed the school closing. Its activities run from prenatal care and preschool and parenting courses to activities for senior citizens. The community education program coordinates the Head Start program and provides the facility. The senior citizens and Head Start children eat lunch together at Gladstone. Not only do the older folks enjoy talking to and cuddling the youngsters, but they have begun to walk into the Head Start classrooms to help. The district's K-to-12 program uses space in Gladstone Center for special projects. Half of the building is now being leased out, bringing in $22,000 a year to offset the $37,000 operating costs.

Most of the district's community education activities are conducted at secondary schools. The sites have part-time coordinators, while full-time persons coordinate the major program areas for the entire district. The districtwide advisory committee is similarly structured, with subcommittees on parent education, senior citizens, city/staff liaison, community resources, and communications reporting to the full committee.

Kramlinger says it took three years to reach an agreement between the community education program and the recreation department as to their respective roles. The area that now needs major effort, he feels, is awareness. "The community doesn't know enough about community education," he says, "and even the school staff could understand it better."

**Minneapolis,** as a major metropolitan center, serves a larger, vastly different, and more diverse clientele through community education. The population of 434,000 and the school enrollment of 53,000 are both declining. The local budget for community education is $2.2 million, of which $651,000 comes from the state and local levies. The city council contributes $180,000 a year. The program also receives a total of $5 million in federal funds, along with grants from foundations. The city has 80 social service agencies. But although Minneapolis is larger and more complex than its suburbs, the differences in implementing community education are a matter more of scale than of substance.

The program started in 1968. "Given the social make-up of Minneapolis," says Paul Boranian, director of community education, "it was easy to sell it here. Community education is a cooperative movement. The population is mostly Germans and Scandinavians. They understand co-ops." At the time community education began, the superintendent, John B. Davis, was committed to the concept and provided strong leadership for the program. Now an important specification for a superintendent in Minneapolis is commitment to community education. Ray Arveson, the superintendent who replaced Davis, was also fully supportive. "The superintendent doesn't have to understand it all," says Boranian, "as long as he has a good director. He needs to get a pro and go with that person. Then the superintendent should zero in on principals. Once community education is established, the building principal is the key."

There are several more steps superintendents should take, according to Boranian, in order to ensure the success of community education. They should make the community education director a member of their cabinet. They should reorganize the school system to provide the kind of continuity implied by lifelong learning. And they can help bring together the community's leadership. Superintendents ought to know the politicians, legislators, labor leaders, and the heads of business and industry. "They also need the right people in the right place to do the job. Don't try to save by using existing staff." Turning another staff member into a community educator may seem logical, but the person may not be right for the job.

Boranian has four assistant directors covering specialized areas, eight coordinators or directors of specific programs, and about 60 directors of individual schools or sites. Although the school system is decentralized, the community education program is centralized . . . which, Boranian says, it must be.

The program provides a wide variety of services . . . the district's summer school, adult education at all levels, occupational training, early childhood and senior citizens activities, tutorial programs, a summer camp, an ice arena, driver education, sports and recreation, and a multitude of social services. It purchased an old federal building for $1 and turned it into the Florence Lehman Multi-Educational Center through a grant of $1.5 million for remodeling from the Department of Labor. Boranian suggests that big-city superintendents, especially, look to such Labor programs as CETA for funds. The center is a huge complex housing 14 community programs.

The Hans Christian Andersen School was specifically built for community education. Replacing four inner-city elementary schools at a cost of $10 million, it has three modules designed to accommodate different

instructional methods, serves 1,800 children from kindergarten through grade 6, and is attached to a city park. In addition, it has community rooms, day-care facilities, and fully working dental offices. When the school system discovered that its staff of dental hygienists would recommend treatment which the children, left to their families' resources, never received, the dental hygienists were fired and an agreement was made with the local dental society. Now children and their parents receive the treatment they need right at the school, and they pay for it according to their means.

"Everything done in Minneapolis has community education in mind," says Boranian. "We have joint powers agreements, cooperative agreements in agencies, and gentlemen's agreements tying the agencies together. The school district holds the agencies accountable for what they promise to do." For that, he says, a district needs a committed school board and a superintendent who will take the lead in making sure that all the necessary negotiations take place.

# AFTERWORD

Somewhere along the line, the notions became confused. If schools belong to the people, and if society has problems, then schools should solve the problems, ran the fractured logic. Schools became the dumping ground for one social problem after another. Tack on a course here and a course there and they will solve everything from crime, drugs, unemployment, and teen-age pregnancy to productive use of leisure time and safe driving.

Schools could not solve all the problems, and the people became disenchanted. It was not that school administrators did not think the problems were compelling or did not want to solve them. But deep down they knew the problems were larger than the schools.

Other agencies have responsibilities, expertise, resources. Better logic leads to the conclusion that by combining its expertise and resources a community might better meet its responsibilities and serve its needs.

That is what community education is all about. Instead of being dumping grounds, schools can be the focal point of some very exciting cooperative action.

Someone has to begin. School superintendents are a natural catalyst for community education. Assistance of all kinds is available, awaiting only a request. What is needed is the added ingredient of the school superintendent's commitment and leadership.

# ACKNOWLEDGMENTS

The American Association of School Administrators wishes to acknowledge the contributions of the many school systems and other institutions which shared so generously information about successful community education programs.

Ball State University, the Mott Foundation and the National Community Education Association (NCEA) also made substantial contributions of information and advice in producing this publication.

**Community Education: Managing for Success** was written by Carol B. Epstein. Initial arrangements were under the direction of former AASA Associate Director, William E. Henry. Final editing and production took place under the direction of AASA Associate Executive Director, Gary Marx.

197